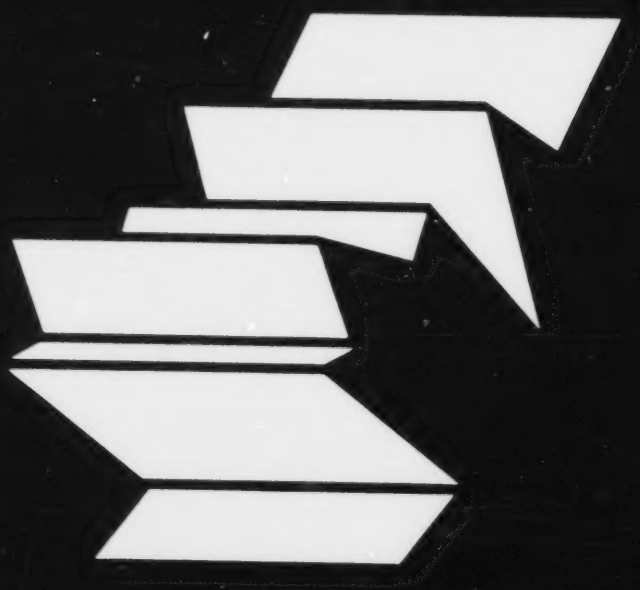
Toward 2000: Building Canada's Sport System



The Report of the Task Force on National Sport Policy

With an overview by the
Honourable Jean J. Charest
Minister of State for
Fitness and Amateur Sport

August, 1988

Government of Canada
Fitness and Amateur Sport

Gouvernement du Canada
Condition physique et Sport amateur

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Building Canada's Sport System

Since assuming responsibility for the portfolio of Fitness and Amateur Sport in March, I have been greatly impressed by Canada's sport system. It has evolved dramatically over the past 25 years. Virtually a non-existent national base in the early 1960s, it experienced extraordinary organizational growth during the 1970s. Today, Canada's sport system is characterized by its advanced components — and by the eagerness of the dedicated people who constitute it to move into a challenging new stage of development and growth.

We have reached a decisive stage. I believe 1988 is a critical year for Canada's national sport system for several compelling reasons. This year represents the end of the initial 'Best Ever' program for the Winter and Summer Olympic sports and therefore the conclusion of a clearly defined period of federal government support. It also represents the end of a quadrennial period, a time in which we traditionally look to the future. Looking back on the past 20 years, we can see that Canada's sport system has reached a plateau of achievement. Continued maturation of the system will require increasingly sophisticated direction.

The current period is filled with events that signal that dynamic changes are occurring in the very character of sport. Leaders in the sport community are calling for a "vision" of the next stage of development, a vision that will address not only the purpose and values of sport, but also the directions and system we will need to take us into the period ahead.

It is a time for us to make important choices about the future of sport in this country. Our national sport system requires a bold and explicit statement of purpose. It requires an innovative financial framework and a new understanding of the principle of partnership and shared leadership among the major stakeholders in the system. Finally, it requires efficient mechanisms for coordinating the activities of its many organizations.

I am pleased that my predecessor, the Honourable Otto Jelinek, had the foresight to establish a national Task Force to advise the Minister of State for Fitness and Amateur Sport on the future directions, priorities and financing of sport in Canada, focussing specifically on the period after 1988. The Task Force presented its report to me several weeks ago, and I wish to commend its members for the dedication and thoroughness with which they approached their work.

This Task Force report represents a sound foundation for a statement of common national purpose and for a cooperative plan for the future, based on our shared experiences of the past. This common purpose and plan as expressed through the goals articulated by the Task Force will ultimately require greater financial resources. I believe the financing of sport is a worthy and important social responsibility of government, and therefore I am prepared to support these recommendations at the highest levels of government.

With this publication, I am releasing for review by the sport community the Task Force's report and recommendations. I recognize that the national sport organizations are naturally concerned about the stability of the immediate period as well as the long term future. It is my intention to address the immediate picture at an early opportunity in the months ahead. Thus, I believe we should, with confidence, address the longer term horizon and the compelling directions suggested by this report. I am confident that the report will encourage candid, wide-ranging discussion about the future of Canada's sport system, just as I am confident that it will exert a major influence on the long-term evolution of sport in this country.

Canada's Sport System

Sport has always played a prominent role in Canadian life. It is a component of our culture, an element of our economy and a way of presenting ourselves proudly to the world. Over the years, we have introduced some uniquely Canadian sports to the international scene. We gave the world such sports as hockey, lacrosse, ringette and synchronized swimming, and the game of basketball was invented by a Canadian. As we contributed to the sporting character of other nations, we adopted the athletic pursuits of those seeking a new and better way of life in Canada.

The Government of Canada formally acknowledged a social responsibility to support amateur sport in 1961, with the enactment of the ***Fitness and Amateur Sport Act***. But it was not until 1968, with the appointment of the first National Task Force on Amateur Sport in Canada, that we truly focussed on certain key entities or elements in the sport system. The report of the 1968 Task Force must be viewed as the first significant policy document in Canada's sport history. Although other task forces followed and other reports were produced, the 1968 document was pivotal because it led to the dramatic growth and professionalization of organized sport in Canada.

The developmental path of the last 20 years has formed the building blocks and key elements of the sport system. That path has also formed many of the values that are inherent in the system now, values which have given shape to the context and goals statements of the Task Force Report.

The 1988 report of the Task Force on National Sport Policy represents the first fundamental review of national goals and the financial framework of amateur sport in Canada in two decades.

In the months following its appointment, the Task Force held meetings, prepared discussion papers, surveyed the sport community for certain data, considered the views and recommendations of selected sport experts and reviewed the roles of the various players in the sport community. With this report, it has articulated a national blueprint for sport through the establishment of goals in eight key areas — the "Proposed National Goals for Sport". A series of sub-goals and recommended actions pertaining to the next four years have also been identified in each area.

I fully endorse the concept of establishing specific goals, and I am inspired by the Task Force's efforts in this regard. If the goals proposed in the Task Force Report receive wide acceptance, it will mark the first time that Canada's sport community has a set of clearly-stated goals to provide direction for the future. While none of the recommendations in the report are set in stone, they do represent the collective views of a cross-section of leaders and experts with longstanding experience in both the policy and practice of sport. As such, they are a solid basis for national consultation.

Toward 2000: A New Era For Canadian Sport

Canada's national sport system has matured significantly since 1960, but remains incomplete. Despite some significant gaps, however, it ***is*** a system. Nevertheless, a clear need exists for the reinforcement and strengthening of various elements in that system and for better coordination and "fit" among those elements.

Clarifying the roles, responsibilities and linkages of its many players is therefore an essential step in the development of a coherent Canadian sport system. By coordinating the creative, administrative, financial and technical abilities of different organizations, we can adopt a more sophisticated approach to the next stage of development.

We can build upon our successes, create new linkages among the partners and develop a new framework for the critically important funding of sport. For its part, the federal government remains committed as a major partner in the financing of sport. We support both the wider social purpose and benefits of sport and the specific goals of the sport system. These must, however, be pursued in the context of a broader financial framework that involves governments, the corporate sector and national sport governing bodies.

In its first "Proposed National Goal for Sport," entitled "The Sport System in Canada," the Task Force recognizes the need:

1) "To establish a coherent Canadian sport system for athlete development and participation based on sport specific models and systems in which all roles, responsibilities and linkages are clearly understood and accepted."

While sport unites us at home, our athletes help the modern Canada become better known in other countries. In their own way, Canadian athletes and teams serve as ambassadors to the world. Much like the arts, dance and music, sport expresses our cultural and ethnic heritage, reinforces our community life, contributes to the development of shared beliefs and values and encourages greater tolerance of other cultures. Raising the profile of sport as a component of Canadian culture is therefore a laudable and necessary objective, an objective which is expressed by the Task Force. In its second goal, "Sport as a Component of Canadian Culture," the Task Force recognizes the need:

2) "To ensure that sport is articulated, recognized and valued as an integral part of Canadian culture and as a cultural form."

The enhanced coordination of activities between national agencies is essential if we are to formulate and attain viable goals, cultural or otherwise, for sport. But this is dependent upon improved linkages between these bodies, as well as shared national leadership.

The Task Force acknowledges the primacy of national sport governing bodies in the development of sport in Canada. At the same time, it underlines the need for strong shared leadership and policy direction from both the federal and provincial governments and for ongoing services and direction provided by multi-sport agencies.

I believe that the sport community and the federal and provincial governments must begin to develop a less adversarial position and concentrate on developing an integrated, national sport system.

While the federal government has traditionally provided a high level of leadership, it is appropriate that the sport community — in particular the national sport governing bodies — participate more fully and in a continuing way in defining and implementing the future of sport in Canada.

The national sport governing bodies are sophisticated agencies and should be vitally involved not only in the destiny of their own individual sports but in shaping the destiny of sport in general. I believe Canada's national sport organizations are ready to do that.

They will be supported by a strong federal presence in a partnership that recognizes each other's needs and roles; a partnership that accepts the importance of shared leadership.

In its third goal, "Leadership and Linkages," the Task Force recognizes the need:

3) "To ensure that there is strong, coordinated and shared leadership for sport at the national level within and among both the governmental and non-governmental sectors of the national sport system."

We also want opportunities for competitive involvement in sport at the local level, through schools and community programs. One of the most difficult questions facing the domestic sport system is its relationship to the education system. While recognizing that the two currently exist independently of each other, the Task Force has identified a need to expose children to sport activities and opportunities through schools. Given that education is a provincial responsibility, this will clearly require significant consultation and collaboration between provincial and local educational authorities and the sport community.

All Canadians — and not just our high performance athletes — should have the opportunity to participate in competitive sport at a level which tests their skill and motivation level. As the federal cabinet Minister also responsible for youth, I would like to reinforce the important role of sport in providing opportunities for young people to pursue personal excellence and broaden their experience.

Programs should encourage new participants, but also ensure that those who are already participating have a positive experience and are motivated to continue their involvement. Talented individuals should have the opportunity to move through a domestic sport system which enables them to develop and eventually excel at the highest international level.

In its fourth goal, "Domestic Sport," the task force recognizes the need:

4) "To encourage the development of an integrated community-based sport system, within the national framework, which provides an increased range and quality of competitive opportunities for all levels of participants and which will utilize, as one of the primary delivery mechanisms, the sport club."

Canadians want an accessible sport system, but they also want excellence from those at the top end of the system — the country's high performance athletes. Previously, an amateur athlete's pursuit of excellence was viewed as a matter of individual choice, highly dependent on personal and local resources. Now, we expect governments and the sport organizations to provide the means for an organized, systematic movement of athletes through the various levels of competition to the international arena.

Thrilled by the accomplishments of Gaetan Boucher in Sarajevo, Alex Baumann in Los Angeles, Ben Johnson in Rome and Karen Percy, Elizabeth Manley and Brian Orser in Calgary, Canadians now know that we can be competitive with the best in the world — and they expect us to do so effectively.

I am impressed with the concept of setting concrete, ambitious targets for high performance sport and for major international competitions. In fact, I believe it is time to think more boldly in terms of our abilities to excel at the high performance level and to state our targets explicitly, rather than implicitly.

The pursuit of excellence is one of the highest forms of the human condition. In its fifth goal, "High Performance Sport," the Task Force recognized the need:

5) "To develop a Canadian sport system which will provide opportunities to enable athletes with talent and dedication to win at the highest level of international competition."

We need to provide increased opportunities for individual athletes to excel. This is not only a social responsibility to individual athletes, but it is also expected by the Canadian public.

As we move into the post-1988 period, we must define a new set of approaches that address the changing status of high performance athletes. Among other things, the assumptions and conditions for financing amateur athletes have changed. Difficult questions must be addressed: the future of amateurism; the relationship of athletes and sport bodies; the notion of athletes as employees; amateur athletes' involvement with professional sport events; athlete-agent relationships; and the athlete's commitment to the media, sponsors, the Canadian public and his or her own sport organization.

These and other challenging issues must be resolved so that our high performance athletes can continue to excel, both for their own personal achievement and for the benefit of all Canadians. In its sixth goal, "The Status of the High Performance Athlete," the Task Force recognizes the need:

6) "To ensure that the athletes central to the achievement of Canada's high performance objectives will be financially supported on a combined need-reward basis; and that this support will be available through public subsidies, private sector sponsorship, prize money and/or income from employment as athletes."

On the international front, the Task Force recommends that Canada take a leadership role in the world sport community. This will not be achieved easily, but it is a step that is long overdue.

It is my intention to move in that direction, to demonstrate leadership through support of the International Sport Relations program recently outlined by my Ministry and the office of the Secretary of State for External Affairs.

We are already widely respected on the international scene for our organizational and technical expertise. Canada's ability to stage major international sporting events was established with the success of the 1976 Montreal Olympic Summer Games and was reinforced by the triumph of the Calgary Olympic Winter Games. We are among the leaders in basic coaching education, and Canada is home to the world data base on sport information.

We have shown international leadership in dealing with such ethical concerns as doping and violence in sport. In addition to maintaining a strong presence in these and other areas affecting the conduct of sport, and in keeping with our tremendous advances in many aspects of sport, I believe that we must accept our obligation to assist with the development and enhancement of sport in developing areas of the world.

In its seventh goal, "International Sports Leadership," the Task Force recognized the need:

7) "To enable Canada to maintain a high level of success and visibility in international sport circles (both government and non-governmental) and to ensure that Canada provides leadership in the international sport community at least concomitant with its current record of competitive success."

One of the most important goals established by the Task Force is the one required to achieve the other "National Goals for Sport." In the eighth and final goal, "Financing of Sport," the Task Force recognizes the need:

8) "To secure the level of funding required by the sport system and specific sport programs to achieve the national goals for sport."

I cannot overstate the importance of such a goal to the future of sport in Canada. In this regard, the corporate sector must continue to play a growing role in supporting and developing amateur sport. We must reach out to corporations — large and small — and work cooperatively with them. It is my belief that we will not achieve our objectives without increased support from the private sector.

For its part, the federal government remains committed as a major partner in the financing of sport. It now supports some 65 national sport bodies — an amazing number and diversity given our relatively small population spread over a vast landmass.

However, in our future plans for sport we should not assume that the federal government alone will maintain its current very high proportionate share of funding. The government's financial contributions should be more balanced by non-governmental sources — the private sector and national sport organizations. This will require further exploration of the need and ability of national sport organizations to develop an adequate membership base and innovative membership services and fees to help finance their own sport systems.

Finally, I believe it is important, as the Task Force suggests, to bring together the three financial stakeholders — government, the private sector and national sport organizations — in a logical financial framework that sets reasonable yet ambitious targets for each.

Seeking Consensus

I have carefully reviewed the Task Force Report, and I find its recommendations both compelling and challenging. I also believe it is essential to consult the other elements of the national sport system — the national sport organizations, the private sector and provincial governments — on the acceptance, refinement and implementation of these goals. The Task Force Report did not consider in detail provincial government participation or federal-provincial relations in sport. Clearly, these are important issues which will be discussed in the future if we are to achieve the objective of an integrated system for sport development in Canada.

I view the consultative process resulting from the Task Force Report as moving forward in two stages. In the first, which I am launching immediately, I will seek support-in-principle for the National Goals for Sport put forth by the Task Force; for its proposed financial framework; for the improved mechanisms of consultation and collaboration as suggested by the Task Force; and for the concept of "shared leadership" among the constituents of the national sport system and in particular for the principle of a "partnership" between the federal government and the national sport organizations.

In regards to the latter, the federal government is now attempting to more clearly define its relationship with the national sport organizations (both single and multi-sport). Clearly, we play a unique and special role within the national sport system. We have both the authority and the obligation to act in the public interest, and we possess enormous potential influence through financial contributions. Federal roles and responsibilities in this area are now under review, and during this initial period of consultation I am seeking your views on the scope and approach to our relationship.

The second stage of consultations, which will be initiated in later months, will involve a more in-depth and extended examination by the stakeholders of the sport system of the national "goals, sub-goals and recommended actions" for sport and other specific issues raised by the Task Force. As part of this second stage, we the government, will want to prepare our own response to this Task Force Report: by positioning this report in a larger historical context; by addressing the place of sport in the social agenda; and by reflecting on the place of sport in the culture of Canada. We will as well want to address some of the difficult dilemmas and social goals that government shares some responsibility for, including access to bilingual services, gender equity, the integrity and ethical conduct of sport and other social challenges.

Building Canada's Sport Legacy

Sport genuinely reflects the nature of this country — diverse, democratic, proud and competitive. The physical activities we choose to undertake — and the meaning we draw from them — say a lot about Canadians and who we are.

We have inherited a sport legacy built through the hard work of dedicated individuals — athletes, administrators, coaches, technicians and supporters of sport. We owe it to our benefactors and to the ultimate inheritors — Canadian youth — to protect that legacy, enrich it and use it to its full potential.

This report is an important first step in that regard. I believe that its recommendations, their acceptance by the wider sport community and their implementation over the next decade or more can dramatically influence our ability to continue building Canada's proud sport legacy.

In endorsing the pursuit of excellence at the international level, Canadians have by extension endorsed the need for a more sophisticated high performance sport infrastructure, one that will require a significant financial commitment.

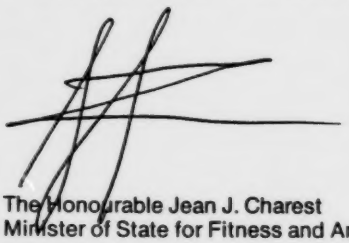
The federal government "invests" in the sport system for several important reasons. First, we support sport simply for what it is — a part of human nature; a social movement made accessible and equitable through the national sport system. We also invest in the system because sport forms a part of our national identity and is an expression of our culture and who we are. As well, sport supports individual Canadians as they pursue excellence to the highest levels and provides opportunities for Canadians in general to

observe and share in their pursuit and their celebration and to draw important meanings from their performances. Sport as well brings certain physical and health benefits due to the extent and nature of physical preparation needed to participate. Finally, the federal government invests to ensure that certain social benefits and objectives are attended to by the sport community, including bilingualism, gender equity, more favorable regional access and an ethical conduct of sport.

For these and other reasons, I believe it is essential for the federal government to accept its responsibility as a major funder in the development of the sport system. As Minister of State for Fitness and Amateur Sport, I fully endorse the conclusion of the Task Force that, if we accept that government should invest in the sport infrastructure, we must also accept that government should be an investor in the "Proposed National Goals for Sport."

There is perhaps no more important timing in Canadian sport history than ***now*** to shape a new path for the future, to provide a revitalized sense of direction and to establish priorities that will meet the realities of the coming decade.

For this reason, I urge you, the Canadian sport community, to give this report your careful consideration. Only by making your views known to us will we be able to develop and implement a set of truly national goals for sport.



The Honourable Jean J. Charest
Minister of State for Fitness and Amateur Sport

In February 1987 the Minister of State for Fitness and Amateur Sport, the Honourable Otto Jelinek, invited a group of knowledgeable and experienced individuals actively involved in voluntary or professional capacities within a variety of National Sport Organizations, service agencies and Sport Canada to come together as a National Sport Policy Task Force. The Task Force was co-chaired by Lyle Makosky, Assistant Deputy Minister of Fitness and Amateur Sport, and Abby Hoffman, Director General of Sport Canada.

Anticipated Outcomes of the Task Force

The Minister indicated that he anticipated the Task Force would prepare a report for him which would provide the following:

1. General counsel for the Minister, Sport Canada and other agencies in charting directions for Canadian sport past 1988;

2. General assessment of the progress of the national sport system over the 1984-88 quadrennial;

3. Broad goals, directions and priorities for Canadian sport in the domestic and high performance sectors;

4. Principles and a framework for the future financing of sport at the national level;

5. Input into the "Sport in the 90's" or equivalent Memorandum to Cabinet in 1988;

6. Recommendations concerning the co-ordination of the activities of various agencies comprising the national sport system.

7. Recommendations on revisions to the Fitness and Amateur Sport Act.

The full Task Force met during a total of 10 two-day meetings. In addition, a number of meetings of sub-groups of the Task Force were held. Several discussion papers were produced for consideration by the Task Force and a major survey of NSO funding was conducted.

Underlying Themes of the Task Force Deliberations

As the Task Force members proceeded with their deliberations, several themes began to appear consistently in the recommendations. In order to assist with the reading of the report, the underlying themes are listed here:

1. A Holistic Integrated Approach to the Canadian Sport System

There is a strong belief among the members of the Task Force that Canada has the potential to be a strong sporting nation. That belief is reflected in the performances of Canadian athletes, in the attitude and commitment of Canadians toward sport, and in the structure and organization of sport at all levels.

In order for Canada to become a strong sporting nation, a systemic approach must be taken to sport development. Resources — both human and financial — must be expended toward a set of common, agreed upon goals. All parts of Canadian sport must work together as an integrated, co-ordinated sport system.

An underlying theme of the Task Force Report is, therefore, that it is both possible and desirable to build an integrated Canadian Sport System.

2. Sport-Specific Athlete Development Models and Systems

Sport-specific systems and athlete development models form the framework of the sport system in Canada.

An athlete development model identifies the various levels of athlete in the sport system, for example, entry level athletes, basic competitors, low intensity athletes, high intensity athletes and high performance athletes. The levels of the athlete development model are differentiated by standards (in terms of performance, physical capabilities and preparation) which an athlete should achieve before moving up to the next level.

A sport-specific system refers to a series of integrated and coordinated sport-specific, athlete centred programs and opportunities based on a model for athlete development in that particular sport. These programs exist on a continuum extending from the initiation level to the highest international level.

A sport system model is a simplified outline of the levels of programs through which an athlete passes as he or she moves, in sequence, from one developmental level of the sport system to the next.

Athlete models and systems are devised by National Sport Organizations (NSOs) as the foundation of their Quadrennial Plan, and should form the basis for all activity in that sport in Canada. When one speaks of the Canadian sport system in a holistic sense, one speaks of a number of system elements which are driven by the sport-specific athlete development models and systems of sport organizations. All sport activities should be assessed according to their "fit" within the athlete development model and system for that particular sport.

An underlying theme of the Task Force is, therefore, that the Canadian sport system and its programs should be driven by the athlete development models and systems of the National Sport Organizations.

3. National Sport Organizations as the Key Agencies in the Canadian Sport System

It follows from the above discussion of sport-specific systems and models that National Sport Organizations must become key agencies for sport development in Canada. It is through these organizations and their provincial and local affiliates that each sport is developed, promoted and governed in Canada. National Sport Organizations, in fact, have the mandate for sport-specific development in Canada and are the repository for technical expertise on a sport specific basis.

An underlying theme of the Task Force Report is therefore the primacy of the NSOs within the Canadian Sport System and the need to strengthen these organizations and their personnel to the point where they have the capacity to provide leadership, programs and a full range of services to all participants.

4. Federal Government Leadership In Sport

The federal government, over the last two decades, has provided critical leadership, policy direction and financial assistance in the development of sport at the national level. Because of its aggregating role, the federal government has been in a position to play, to some degree, an integrating role among the various elements of the sport system. Government funding has served as a catalyst not only for the development of sport programs, but also for the levering of other sources of funding from the private sector.

It is an underlying theme of the Task Force Report that the federal government must continue to provide significant leadership, policy direction and substantial funding to sport at the national level if the sport system is to continue to develop in Canada.

5. Shared Leadership for the Canadian Sport System

Shared leadership refers to the shared role and balance of power and authority that should be both understood and demonstrated among the leading sport agencies at the national level, both governmental and non-governmental, in the process of proposing and implementing the National Goals and Priorities for Sport.

It is an underlying theme of the Task Force Report that all agencies in a position to offer leadership to the national sport system should coordinate their actions according to a common direction and vision — namely, the National Goals for Sport. It is also recognized that in proposing the National Goals for Sport through a new "Consultative Council on National Sport" (as recommended in this report) "shared leadership" implies "collective leadership", ie. leadership emanating jointly from the major agencies in sport at the national level. In other cases, however, the provision of leadership to a particular situation or project may be shared between two agencies only. In both cases, there is an underlying assumption that when significant decisions concerning programs and priorities for sport at the national level are made, consultation and involvement in setting the direction will occur with the key actors.

It also recognized that the concept of shared leadership is not implemented easily, however, a model for it has been proposed in the Task Force Report. The implementation of the shared leadership concept will be dependent upon several factors. First, the federal government, because of its leadership role, must have the will to ensure that it happens and take concrete steps to make it happen. Second, agencies within the Canadian sport system must take steps to ensure they are capable participants in the leadership process.

6. Leadership Development and Education

The attainment of the National Goals for Sport is highly dependent on the availability of sound leaders — both professional and volunteer — within the sport system. Although there are programs in Canada to train sport leaders (Universities, Professional Development Program for Association Managers, Skill Development Program for Volunteers and so on) the members of the Task Force felt that these programs are inadequate for the development of the required quality of leaders. An underlying theme of this Report is that there must be significant attention paid in the near future to upgrading the existing programs or developing new programs for the training of volunteer and professional sport leaders. Task Force members discussed the need for management training, which would enhance the quality of the administration of sport, for better education in the "policy sciences" of sport, which would enhance the substantive quality of sport leadership, and the need for improved "technical" training of coaches and other sport technical professionals who work in the national sport system.

Outline of the Report

The Report of the Task Force is divided into eight sections. Section Two contains the National Goals for Sport and the Recommended Actions for 1988-92 in order to accomplish those goals. In Sections Three and Four, the Task Force has listed those actions which are ***Most Important***, and those which are next in importance as ***Important***, leaving only a few of the recommended actions which could be considered of lesser importance.

Section Five deals with the financing required to implement the National Goals for Sport. The Task Force has attempted to develop a national framework for the funding of sport which includes a 50/50 ratio of government to non-government funding. The recommendations of the Task Force concerning revisions to the FAS Act are included in Section Six.

In Section Seven, recommendations are made on other topics which were discussed by the Task Force, and finally conclusions are drawn in Section Eight.

It should be noted that the discussions of the Task Force did not deal with technical programs such as Sport Science, High Performance Sport Centres, etc. but tended to relate more to the systemic elements of the Canadian Sport System.

CCCP

National Goals for Sport and Recommended Actions for the 1988-92 Quadrennial

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Introduction

The National Sport Policy Task Force has developed a set of ***National Goals for Sport*** which provide a vision for sport as it might be over the next decade and beyond, as well as a series of recommended actions for the upcoming quadrennial (1988-92).

The National Goals for Sport are goals for which all agencies with a national mandate, both governmental and non-governmental, share responsibility. These are broad goals "for the nation" insofar as sport is concerned.

Within this definition of National Goals for Sport is also the assumption that national agencies may have additional goals, related specifically to their own mandate, which may fall outside the National Goals. While these goals are outside the National Goals, they should not be in opposition to their underlying premises.

The difficulties in proposing and then ensuring the attainment of the National Goals has been recognized by the Task Force. A consideration of the existing diversity of interests, experience and mandates among the major agencies at the national level, as well as the sheer numbers of key players, has led the Task Force to recommend that the National Goals for Sport be initially proposed not by agency representatives, but by a group of "sport experts" with broad perspective, knowledge and experience.

It is also recognized that there are at least three different interpretations of the term "national" in use in Canada. The Task Force has chosen to use the word "national" in the sense of being a composite of the perspectives of agencies with a national mandate. It was also recognized, however, that for a national perspective to be implemented, there must be collaboration and involvement with the other jurisdictional levels, particularly the provincial level.

Once the National Goals have been proposed, it is expected that the federal government will assume a leadership role by a) declaring the nature and extent of its commitment to the goals and by b) negotiating, where appropriate, the responsibilities of primary constituents. The goals will be discussed with other major agencies, and their level of commitment determined. Other complementary leadership roles will be assumed by multi-sport agencies according to their mandates.

At the end of the quadrennial, Sport Canada will conduct an evaluation which will be reviewed by the proposed Consultative Council on National Sport. This evaluation will be used as input for the development of the subsequent long-term National Goals for Sport.

Before stating the National Goals for Sport as proposed by the Task Force, it is important to put these goals into context by tracing some of the thinking and discussion of the group which led to them. The following comments reflect the Task Force's assessment of the past quadrennial.

Assessment of the Past Quadrennial

Generally the 83-88 period has been characterized by a genuine movement from kitchen table to boardroom table. The lexicon of business, finance and marketing is now well established in the working culture of many sports. These changes are generally not bureaucratic, as few sports can afford that luxury, but rather have resulted in leaner, more effective delivery systems for both high performance and domestic activities.

In the realm of pure high performance results, such measurements must be carefully assessed in the context of the entire period. Evaluating only Olympic results is potentially misleading. Generally Canadian athletes performed more consistently and showed improvement in virtually all sports. Even at this stage of sport development in Canada it is not possible to fully assess the cost effectiveness of this level of performance, since only a few sports have reached consistent top international results, and therefore the basic cost to get to that level is still an unknown. The next quadrennial should see some progress with the basic question "What does it cost to be number one in the world in sport X. . .?"

The role of Sport Science has emerged as a significant trend, with more sports articulating the need for, and designing programs to bring scientific, psychological, technological and sport safety evidence to bear on their sports.

Significant progress has been achieved in the simple — but costly — process of communication from national to regional sport organizations.

Sport marketing has become a recognized priority in many sports, resulting in the allocation of both financial and human resources to this activity in some NSOs.

The overall knowledge and skill level of professional administrators and coaches has improved. This is due to excellent training programs and a great deal of "hands-on" experience afforded by the increased training and competition activities stimulated by the Best Ever initiatives.

Administratively, many sports have reached higher levels of self-sufficiency. This is particularly true with regard to the provision of self-directed services formerly available through the NSRC. Computers, photocopies, FAX machines and desktop publishing are now widespread. These factors, along with the emerging independence of single sport organizations, have resulted in useful analysis and re-evaluation of the mandate and services of the multi-sport service agencies.

Many sports have moved significantly forward in the realm of planning, particularly as it relates to the current concepts of athlete development expressed in the "Models & Systems" constructs of the Quadrennial Planning Process. QPP is a fact but practitioners have observed that its application will vary from sport to sport.

Significant managerial stability has characterized both volunteer and professional management units. More sports have regularized the process of policy making, established "apolitical" criteria for high performance evaluation and selection, and have standardized operating protocols for a host of national and regional programs. Constituents now have a greater input into national priorities, but this factor varies greatly, and some regions of Canada remain underprivileged in some sports.

Athlete rights and the attendant difficulties associated with "property" rights, endorsement opportunities and so-called natural justice have set off a chain of new thinking. Athlete agreements now exist in many sports, and some have made progress in the definition of rights, relationships and obligations. This subject will yield further concepts, as well as potential controversy.

Doping has been a key issue, both domestically and internationally. Canada has taken a strong position of international leadership on this subject.

As an awareness vehicle, the Women in Sport initiatives have been useful in sensitizing the sport community, but in terms of explicit actions the results are not yet clear.

Bilingualism is a calculated fact within most sports, but its implementation is a direct function of available financial resources for translation and language training. The policy implemented during the quadrennial generally resulted in the establishment of clear bilingual policy in sport — even if its application was felt by some to be somewhat heavy-handed.

Generally, most individual sports are competently addressing a wider range of programs, initiatives, issues, markets, publics, members and participants than before. The scope of operation of most sport organizations is surprisingly wide. Not only are activities diverse, but the inherent difficulties in working in a geographically large, population-poor country demonstrate truly remarkable results.

In summary, the past quadrennial reflected a significant growth in all sport from a business, managerial and organizational perspective. Good improvement has occurred in the technical realm, some in marketing.

The most serious concern which emerges from the last quadrennial and must continue into the next — is that the new organizational and developmental initiatives should be *long term directions*.

The future quadrennial will continue to demonstrate progress if the support for the initiatives of the 1984-88 quadrennial are preserved. Interruption, or drastic policy changes, will not only have immediate detrimental consequences, but may retroactively invalidate the investment of the previous Best Ever period.

Framework for the National Goals for Support

A commitment to excellence has been developed within the Canadian sport community — a commitment which has produced results, which has given young athletes a sense of confidence that Canadians can achieve, and which has changed the attitude of Canadians to high performance sport and sport generally. As well, many of the essential elements of the framework of the high performance sport system have been put in place such that, with proper leadership and support, the talent of young Canadian athletes can continually be nurtured. A beginning has been made, but the ***high performance*** system is still in its infancy and will require further development over the course of the next quadrennial. There is a need to build on the accomplishments of this quadrennial and to take advantage of the momentum which currently exists.

The Task Force also recognized the need to continue the development of the Canadian Sport System, not just in the area of high performance sport but also in the area of ***domestic sport***. A more fully developed domestic sport system will result in more Canadians participating in organized competitive sport for its own sake. It will also result in the identification of more talented athletes, in greater appreciation of sport by a larger number of Canadians, and in more active Canadians. In this regard, the important role that the provinces must play in domestic sport development was recognized and acknowledged.

It was agreed that steps should be taken over the next quadrennial and beyond to further emphasize ***sport as a component of Canadian culture***, and to make Canadians more aware of the contribution that sport has made to the identity, values and traditions of our country. The profile of sport as a significant element of culture deserves to be enhanced through a well-developed plan of action.

In the area of ***international sport relations***, the Task Force considered and supported the initiatives announced by the Minister in June 1987 recognizing that Canadians have played a role in international sport and must continue to demonstrate even more leadership in the future.

The proposed National Goals for Sport have been developed with the realities of the current economic environment in mind, while at the same time recognizing the need for additional resources if we are to take advantage of the developments that have taken place in the Canadian Sport System over the past quadrennial. The ***financing*** goals take into account the wishes of the government to increase the amount of corporate spending on the Canadian Sport System without reducing the current level of government funding. The goal statements also recognize that, if advances are to be made in Canadian sport, additional funds from both the public and the private sector will be needed over the course of the next quadrennial and beyond. The goals will not be able to be attained with the existing resource levels — governmental and non-governmental funding levels must be increased.

It has been recognized by the Task Force that leadership to the various elements of the Canadian Sport System is provided by a number of interdependent agencies (both governmental and non-governmental). The Task Force has emphasized the need for shared leadership and partnership among these agencies in the process of proposing the National Goals for Sport and the overall strategic direction for sport in Canada.

At the same time, the Task Force has also taken the position that the federal government's leadership to, and support of, the Canadian Sport System is critical. No other agency can bring together and influence so many of the key elements.

If the sport-related social goals of creating more and better opportunities for Canadians to take part in, to enjoy, and to achieve in sport at all levels are to be attained, government leadership and financial support is essential. Further, if broader social goals (eg. gender equality, enhanced regional access, Canadian prominence on the world stage, etc.) are to be accomplished *in* and *through* sport, a stronger governmental presence in leadership and financial terms is also required.

The federal government's financial support is critical — and — catalytic because of its ability to provide consistent and ongoing support to the very foundation of the sport system. The stronger and more stable the sport system, the more likely it is to attract other forms of funding through corporate sponsors, or through self-generated revenues. It was also recognized that the presence of government funding for a particular program often gives that program stability and hence credibility in the eyes of potential sponsors. Federal government funding therefore serves as a lever for private sector contributions.

Although the financing goals are stated in this section of the report, a further section later in the report outlines the perspective and proposals of the Task Force related to financing in more detail.

The Task Force has outlined the National Goals for Sport by stating the context in which the goal was discussed, the goal itself, a series of sub-goals, and finally a set of recommended actions for the 1988-92 quadrennial.

It is important to understand that the National Goals for Sport, the sub-goals and the Recommended Actions are interdependent. They should be viewed as a total package. Sub-goals and/or Recommended Actions may be repeated under different goals to indicate that the same action may contribute toward the attainment of several goals. Selection for implementation, of certain goals, sub-goals and Recommended Actions, and not others, has the risk of upsetting an integrated approach to the attainment of the National Goals.

The National Goals for Sport

1. The Sport System in Canada

1.1 The Context

The Canadian sport system and the organizations within it have evolved to the point where each of the respective elements are operating relatively effectively, but not in a coordinated fashion. The current sport system possesses many of the necessary elements, but there is a need to rationalize existing roles, responsibilities and linkages. Because of the nature of the relationships, particularly between the national/federal and provincial levels, the development of a national plan for Sport has proven difficult. Collaboration among all of the jurisdictional levels in the sport system is essential to the attainment of any goals set for the nation.

Sport specific National Sport Organizations are the key agents for sport development in Canada. It is through these organizations and their provincial and local affiliates that each sport is promoted, developed and governed in Canada. The following goals and sub-goals emphasize the primacy of the NSO within the sport system and strive to strengthen these organizations to the point where they have the capacity to provide a full range of services to participants in their sport.

At the same time, it is recognized that governments play an important role in the sport system in Canada. The federal government must continue to provide leadership and policy direction to sport at the national level, and at the same time continue to provide a significant level of funding. At the provincial level, governments must also continue to provide leadership, funding and policy direction to that part of the system within their jurisdiction. Co-operation and collaboration between the federal and provincial governments on policy and funding priorities and directions is essential. In this regard, the Task Force has noted and supports the conceptual work currently being undertaken by the Federal/Provincial/Territorial Sport Committee.

Multi-sport service and franchise-holding agencies also play an important role in the Canadian sport system. Programs and services of these multi-sport organizations should be primarily derived from and clearly linked to the aggregated needs of NSOs as articulated in their athlete development and sport system models.

The contribution of universities (and to a lesser extent, colleges and other educational institutions) to the sport system must also be recognized. Universities, both individually and collectively, have provided a competitive structure for high level athletics in Canada. They have also, through their outstanding athletic facilities, research facilities and staff, contributed to the development of the sport system at all levels. As universities face financial difficulties which leave athletic budgets less able to handle the broad expanse of university sport, new and innovative approaches to student athletics should be considered. The development of a university sport club which competes in and contributes to the community and/or Provincial Sport System could be one such approach.

The Task Force also recognizes the increasing complexity of the sport system in Canada and the need for sophisticated leadership. Volunteers will always be essential to the direction and delivery of the sport system, but as their system grows in magnitude and complexity the leadership and management of the system will be provided, more and more, by professionally trained full-time sport managers and technical staff responsible to their volunteer Boards of Directors.

1.2 **Long Term Goal**

To establish a coherent Canadian sport system for athlete development and participation based on sport specific models and systems in which all roles, responsibilities, and linkages are clearly understood and accepted.

1.3 ***Sub-goals***

1.3.1 ***To develop national goals for sport which will provide direction for all key sport agencies involved in athlete development at all levels of the sport system.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.1.1 Foster agreement throughout all levels of the sport community for a set of National Goals for Sport and Recommended Actions for the 1988-92 Quadrennial.

1.3.2 ***To position National Sport Organizations as the key agencies for the development, promotion, and governance of their respective sports with a national mandate to provide a full range of services to their members, constituents and the general public — from the technical high performance support needed for international teams to the community service type services inherent in the development of mass sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.2.1 *Encourage and strengthen the capabilities of the NSOs to be responsible for the provision of the full range of services from the high performance athlete to the local level participant.*

1.3.2.2 *Assist the NSOs to strengthen and develop their organizational management systems to be more effective national central agencies for the development, promotion, and governance of their sports.*

1.3.2.3 *Assist the NSOs to strengthen and develop their financial planning/management systems to enable them to more effectively acquire and manage the financial resources needed for their sports' operations.*

1.3.2.4 *Assist the NSOs to strengthen and develop their human resource recruitment, training, management and reward systems to enable them to more effectively acquire and utilize their volunteers and paid staff.*

1.3.3 ***To install sport specific athlete-centred systems as described by NSOs as the fundamental, central coordinating force for the organizational, structural and policy directions for sport and government at all levels throughout the country.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.3.1 *Develop and promote the concept of integrated sport models and systems for all summer and winter Olympic sports and for all priority non-Olympic sports.*

1.3.4 ***Through the use of sport specific athlete development models, integrate athlete development programs at the national, provincial and local or club levels, thereby resulting in integrated national and provincial plans and a consistency in funding and program support from governments at the federal and provincial levels.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.4.1 *Assist NSOs to promote the concept of integrated sport models and systems to their provincial and local organizations.*

1.3.4.2 *Gain agreement from all provincial governments on the concept of working toward an integrated system of athlete development in Canada.*

1.3.5 ***To revise the responsibilities for policy formulation to include the three estates of sport — volunteers, professionals and participant constituencies (i.e. athletes, coaches, etc.) — with professional staff providing primary leadership to the process of policy development and implementation in light of the enlarged service-oriented mandate of the NSO and the increasing complexity of sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.5.1 *Facilitate the organizational development of the NSOs with respect to volunteer-paid staff roles and relationships.*

1.3.6 ***To develop high quality educational programs for both administrative and technical sport leaders, which will serve as the source of new professionals in the field.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.6.1 *Establish and maintain a national education system for sport administrators, paid and volunteer, to strengthen the administration of sport at all levels (national, provincial, club) to permit a strong sport system built to support sport participants at all levels of achievement.*

1.3.6.2 *Enhance educational opportunities for current national sport administrators, paid and volunteer, which will better enable them to manage the increasingly complex organizational changes stimulated by the development of a national sport system.*

1.3.6.3 *Establish sport administration as a viable career in the Canadian labour market and sport system, and increase the number of qualified full-time remunerated sport administrators at selected levels within the sport system.*

1.3.6.4 *Establish coaching as a viable career within the Canadian labour market and sport system, and increase the number of qualified full-time and part-time remunerated coaches at selected levels within the sport system.*

1.3.6.5 *Enhance the national educational system for coaches, paid and volunteer, which meets the needs of a broad diversity of sports and ensures that coaches in the lower tiers of the sport system meet a minimum standard of applied technical leadership.*

1.3.7 ***To review the mandate of service agencies such as the CAC, the NSRC, the SMCC and the AIB, taking into consideration the collective needs of NSOs as expressed in their individual athlete development models and systems.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.7.1 *Review and make recommendations concerning the mandate of service agencies and their management systems to ensure that these agencies meet the collective needs of the NSOs and are responsive to the NSOs' changing needs.*

1.3.8 ***To review the mandate of franchise holding agencies such as the CIAU, the CCAA and the COA, taking into consideration the collective needs of NSOs as expressed in their individual athlete development models and systems.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.8.1 *Review and make recommendations concerning the mandate of franchise holding agencies and their management systems to ensur that these agencies meet the collective needs of NSOs and are responsive to NSOs' changing needs.*

1.3.9 ***To develop provincial affiliates of the service agencies, which will primarily serve provincial needs, but also conform to the strategic directions set out by the national parent body.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.9.1 *Work in coordination with provincial governments and the national service agencies to develop provincial affiliates of those national agencies to meet provincial needs within the provincial sport system structure.*

1.3.10 ***To ensure, over time, that those athletes in sports which are significant for the attainment of Canada's high performance objectives have adequate competition and training facilities in Canada to attain those objectives.***

■ *Recommended Actions for the 1988-92 Quadrennial*

1.3.10.1 *Develop and articulate the national/federal responsibilities with respect to facility planning and construction in Canada.*

1.3.10.2 *Develop appropriate standards for the construction of sport facilities which meet the requirements of the highest level of international competition.*

1.3.10.3 *Encourage the cooperative utilization of local athletic facilities by educational institutions and local, provincial and national sport organizations.*

1.3.10.4 *Investigate the possibility of developing national multi-sport training centres.*

1.3.11 ***To ensure opportunities exist for educational sport systems to opt into the athlete sport development models to permit athletes within educational programs to progress in a fashion consistent with the appropriate national sport criteria.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.11.1 *Encourage collaboration between NSOs and colleges, universities and secondary school agencies in order that they may understand the sport specific models of the sports in which they are involved, and their role in the development of the sport.*

1.3.12 ***To encourage NSOs, multi-sport agencies and provinces to develop strategic plans for hosting major events which would reflect the needs and values of the athlete development model and system for that sport, and which would ensure an appropriate legacy to the sport as a result of hosting major events.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.12.1 *Utilize plans for the optimal legacy to Canadian sport arising from the 1988 Olympic Games in Calgary and to plan for similar legacies in the event of other successful Canadian bids for major sport events.*

1.3.12.2 *Assist the Toronto Olympic Organizing Committee to bid successfully for the 1996 Olympic Games.*

1.3.12.3 *Assist the Victoria Commonwealth Games Organizing Committee to bid successfully for the 1994 Commonwealth Games.*

1.3.13 ***To stimulate and assist the administrative and technical research capabilities of NSOs, "expert" and "service" agencies, and other supporting agencies to guide the NSOs in the development of the Canadian sport system.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.13.1 *Strengthen the research and evaluation capacity within the sport system.*

1.3.14 ***To develop, and secure agreement among the federal government and the provinces-territories on a common conceptual framework which describes the Canadian sport system and which will guide integrated planning and programming of the two levels of government.***

■ *Recommended Actions for 1988-92 Quadrennial*

1.3.14.1 *Continue the conceptual work currently under development by the Federal-Provincial-Territorial Sport Committee and see to its wide distribution once completed.*

1.3.14.2 *Gain agreement for a list of sports in priority order which will guide government funding, using the existing federal-provincial-territorial mechanisms.*

1.3.14.3 *Confirm and implement procedures for bilateral collaboration (i.e. federal government and specific provinces or territories) in the areas of domestic and high performance sport development.*

1.3.14.4 *Undertake specific initiatives and projects which will accelerate the development of key components of the Canadian sport system (e.g. coaching — Year of the Coach 1989).*

1.3.14.5 *Review and refine where required the traditionally-understood jurisdictional responsibilities of federal and provincial-territorial governments in the areas of high performance and domestic sport development.*

2. High Performance Sport

2.1 The Context

Canadian results at the highest level of international sport have improved significantly over the past quadrennial. Through the process of Quadrennial Planning within each of the National Sport Organizations, the beginnings of a high performance system for each sport have been developed. Given that the quality of the high performance results within a sport is a product of the quality of the athlete and the system, it is important to continue that sport specific system development into the next quadrennial.

Within each NSO, primary leadership for athlete development must come from technical leaders within the sport.

The essential elements for high performance results are present in the overall Canadian high performance system as it currently exists, however, there is a need for more coordinated and focussed application of these elements if high performance levels are to be maintained or improved significantly. Progress toward the attainment of a mature high performance system will be seen in such areas as the professionalization of coaching, the level of performance of Canadian athletes, the carding levels of athletes, facility development, financial commitment to the system, and so on.

The financing of high performance sport is a critical issue for the next quadrennial and is closely related to the setting of high performance goals. The level of high performance results achieved is directly proportional to the level of financial support within the system — the higher the expectations of performance, the greater the amount of financial support required.

There is, therefore, an underlying theme within the goal and sub-goals that there must be some degree of priorization of sports and activities within the sport system in order to make the best use of limited resources.

2.2 **Long Term Goal**

To develop a Canadian sport system which will provide opportunities to enable athletes with talent and dedication to win at the highest level of international competition.

Achievement of the following performance levels indicates successful progress toward the attainment of the above goal:

a) To have Canada place among the three leading Western sporting nations (with West Germany and the USA) and to rank among the top 6-8 nations overall (assuming that the USSR, GDR, China, Romania and Poland are the leading Eastern block nations) in the 1992 Summer Olympic Games in Barcelona.

b) To place among the top 6 nations in the 1992 Winter Olympic Games in Albertville.

c) To have Canadian athletes win medals in 18 of 28 summer Olympic sports and 6 of 10 winter Olympic sports in 1992.

d) To place first as a nation in the 1990 Commonwealth Games.

e) To maintain Canada's current world ranking in non-Olympic sports and disabled sports.

f) To develop performance objectives for major non-Olympic events on a sport-by-sport basis.

2.3 ***Sub-goals***

2.3.1 ***To develop and implement a fair and comprehensive mechanism for determining priority sports, which will be utilized by all agencies having as a significant part of their mandate the development of high performance athletes.***

■ *Recommended Actions for 1988-92 Quadrennial*

2.3.1.1 *Maintain a sport recognition system for Olympic, non-Olympic, and disabled sports and gain acceptance of this system by all agencies (national/provincial) committed to high performance development.*

2.3.2 ***To enhance the legitimacy and funding of the essential professions (coaching, sport science, sport administration, sport medicine, etc.) required to develop and sustain an effective high performance system.***

■ *Recommended Actions for 1988-92 Quadrennial*

2.3.2.1 *Establish and maintain an advanced coaching system in Canada capable of training Canadian coaches in major sports to a world class standard.*

2.3.2.2 *Improve the high performance coaching environment by improving the quality of the elite club and training centre environment and by establishing a sound philosophical base for high performance coaching.*

2.3.2.3 *Add to the high performance centre concept that of national multi-sport high performance centres, located in major urban centres, which employ professional administrators, coaches, sport scientists, sport medicine practitioners; serve the high performance athletes, coaches, and clubs in their respective regions; and also serve to influence the development of sport in the communities within their regions.*

2.3.2.4 *Develop an economic model and acquire resources to support the hiring of coaches on a full-time basis.*

2.3.2.5 *Design and implement new programs to develop and support the essential professions related to high performance.*

2.3.3 ***To establish an integrated system of high performance athlete development based on athlete development models which will flow from the club on through the international level.***

■ *Recommended Actions for 1988-92 Quadrennial*

2.3.3.1 *Produce and operationalize high performance athlete development models and systems in priority summer and winter sports.*

2.3.4 ***To ensure that appropriate indicators are integrated into the NSO Quadrennial Plans, and in so doing, establish a collective set of Canadian high performance indicators.***

■ *Recommended Actions for 1988-92 Quadrennial*

2.3.4.1 *Develop more meaningful data gathering and analysis techniques.*

2.3.4.2 *Define in more specific terms and make more meaningful to NSOs the concept of athlete and system performance indicators.*

2.3.5 ***To promote the concept of sport excellence such that the achievement in high performance sport will be recognized and valued by the Canadian public.***

■ *Recommended Actions for 1988-92 Quadrennial*

2.3.5.1 *Ensure public relations and marketing services are available to assist NSOs to promote the achievements of their athletes and to promote collectively the achievements of Canada's team(s).*

3. Domestic Sport

3.1 The Context

Domestic sport refers to all levels of competitive sport activity below the high performance level. Participants in domestic sport may have as their objective participation in sport at their present level as an end in itself, or may be striving to progress through the developmental levels of the domestic system in order to enter and excel at the highest level of international competition. The domestic sport system in Canada includes the competitive sport structure of a particular sport, as well as the skill development programs which prepare individuals to participate in that sport.

All Canadians should have the opportunity to participate in competitive sport at a level which best suits their skill and motivation level. Talented individuals should have the opportunity to move through a system which enables them to develop and eventually excel at the highest international level. Those who wish to participate in competitive sport at a lower level of intensity should also have the opportunity to do so.

Programs should be designed which encourage new participants in competitive sport, but which also ensure that those who are already participating have a positive experience and are motivated to continue their involvement.

National Sport Organizations, in carrying out their national mandate for the provision of service to their members, constituents and the general public, have a significant leadership role to play in the promotion and development of domestic sport opportunities within their respective sports. Many other agencies are involved in developing and delivering domestic sport programs — from schools to communities to provincial and local governments. It is important to ensure that all programs within a particular sport are consistent with the athlete development program and system for that sport.

3.2 Long Term Goal

To encourage the development of an integrated community-based sport system within the national framework which will provide an increased range and quality of competitive opportunities for all levels of participants and which will utilize, as one of the primary delivery mechanisms, the sport club.

3.3 *Sub-goals*

3.3.1 ***To develop a well coordinated sport system utilizing domestic sport plans based on athlete development models and sport development systems.***

■ *Recommended Actions for 1988-92 Quadrennial*

3.3.1.1 *Develop a strategy and policy on the role of national/federal agencies in the promotion and development of domestic sport.*

3.3.1.2 *Ensure that priority sports develop domestic sport plans based on athlete development models and athlete development systems.*

3.3.2 ***To develop a promotional program designed to popularize sport and increase the number of Canadians participating in organized competitive sport.***

■ *Recommended Actions for 1988-92*

3.3.2.1 *Develop and implement the "PopSport" concept with a view to popularizing sport and increasing the number of Canadians participating in organized competitive sport.*

NOTE: Popular sport or "PopSport" is a new term used to describe competitive sport which is supported, participated in, observed, studied and most importantly, enjoyed by the majority of Canadians.

3.3.3 ***To develop national programs which will provide increased opportunities and incentives for participation in sport to identifiable sectors of the population in which participation has been traditionally low.***

■ *Recommended Actions for 1988-92*

3.3.3.1 *Increase the number of women in organized competitive sport through the development of sport specific strategies and implementation plans as a part of the Domestic Quadrennial Planning Process.*

3.3.3.2 *Develop national sport specific strategies and implementation plans through the QPP Domestic Planning Process to increase participation opportunities for under-represented target populations.*

3.3.3.3 *Develop national strategies and implementation plans to increase opportunities for the disabled participant in sport.*

3.3.3.4 *Encourage careful consideration by the Consultative Council on National Sport of the recommendations of the Task Force on Integration in order to enhance the status and recognition of athletes with disabilities.*

3.3.4 ***To strengthen the existing club structure as a vehicle for athlete development and participation in those sports which have traditionally operated from a club base, and to explore the possibility of establishing appropriate club structures in other sports as an impetus for athlete development.***

■ *Recommended Actions for 1988-92 Quadrennial*

3.3.4.1 *Strengthen the national high performance training centres to serve as a regional focus for the clubs in their area and influence the development of those clubs with respect to athlete development and participation opportunities.*

3.3.5 ***To ensure that all children are exposed to a variety of skill initiation programs and related participation opportunities as part of the curricular responsibilities of the education system.***

■ *Recommended Actions for 1988-92 Quadrennial*

3.3.5.1 *Organize a national conference designed to bring together individuals from the school system and the sport system to discuss the coordination of competitive programs, the teaching of basic sport skills and the integration of the two sport systems, etc. ("Sport System Meets the School System").*

3.3.5.2 *Assist with the development and enhancement of skill initiation programs designed specifically for delivery by the agency best suited to teach such skills (e.g. elementary schools, local clubs, community recreation centres).*

3.3.5.3 *Assist with the development and enhancement of competitive participation programs designed in accordance with the participants' physical, psychological and social needs to ensure the maximum participation opportunities possible and to increase the membership of the NSOs.*

3.3.5.4 *Encourage the teaching of the "core" sports of gymnastics, swimming, skating, skiing, athletics, etc. to elementary school children.*

3.3.5.5 *Investigate the possibility of building on existing awards programs and delivery mechanisms (eg. Canada Fitness Awards) to include a variety of sport-related skills, and of implementing these programs through sport organizations as well as schools and other agencies.*

4. International Sport Leadership

4.1 The Context

The standard of Canadian sport and Canadian athletes has improved considerably in recent years and Canada has been recognized as a viable sporting nation. From a Canadian perspective, our degree of influence in International Federations is not commensurate with the achievements of Canadian athletes.

Canadians have the capacity and the expertise to provide leadership in international sport and have proven it. Acceptance by the international sport community is a long, slow process and could be accelerated. The federal government can provide assistance to NSOs in this regard.

It will be to the benefit of the Canadian sport system and Canadian athletes to have knowledgeable and experienced Canadians involved in decision-making at the international level. In this way the interests and values of the Canadian Sport System can be protected and brought to bear on the international sport community.

4.2 Long Term Goal

To enable Canada to maintain a high level of success and visibility in international sport circles (both governmental and non-governmental) and to ensure that Canada provides leadership in the international sport community, at least concomitant with its current record of competitive success.

4.3 ***Sub-goals***

4.3.1 ***To maximize Canadian influence in international sport federations and other key international sport organizations by developing and enhancing the international sport relations capacity of NSOs.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.1.1 *Assist NSOs to identify key issues related to their sports at the international level, develop Canadian positions on these issues, and lobby to influence these issues at the international level.*

4.3.1.2 *Ensure knowledgeable Canadians from NSOs capable of providing leadership at the international level are elected to influential positions in key international federations.*

4.3.1.3 *Explore appropriate sport-to-sport arrangements between Canadian NSOs and NSOs of other nations, where interests are compatible and complementary.*

4.3.1.4 *Encourage Canadians to obtain international officials' gradings or positions on key technical committees in order to service international events both within and outside of Canada.*

4.3.2 ***To enable Canada to advocate and provide leadership to the international sport community on key issues and problems facing international sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.2.1 *Establish Canada's leadership role on international issues such as doping, fair play in sport, opposition to apartheid, gender disparity and the commercialization of sport.*

4.3.2.2 *Develop a "Canadian agenda" on international sport issues which would provide guidance to Canadians in key decision-making positions on international bodies.*

4.3.3 ***To provide promotional and organizational support to Canadian teams and representatives travelling abroad, and to the international competitive activities of Canadian sport organizations.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.3.1 *Develop a coordinated, collaborative plan for the improvement of international sport relations in conjunction with the Department of External Affairs.*

4.3.3.2 *Ensure that NSOs accept the responsibility of ensuring that their athletes are suitable ambassadors of Canada when travelling abroad.*

4.3.4 ***To maintain a limited number of bilateral agreements with the governmental and non-governmental agencies of key sporting nations where such formal agreements will contribute both to Canadian sport development and Canada's standing in international sport circles.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.4.1 *Maintain government-to-government agreements, emphasizing (but not restricted to) the GDR, USSR, China, and Czechoslovakia.*

4.3.4.2 *Explore appropriate government to government arrangements with major sport agencies of other nations.*

4.3.5 ***To provide support for the staging of a significant number of international sport events in Canada, chosen for their capacity to contribute to Canadian sport development and Canada's reputation in international sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.5.1 *Provide support for Canadian bids to host the 1994 Commonwealth Games and the 1996 Olympic Games.*

4.3.5.2 *Develop a strategy for the hosting of major games in Canada, which would include NSOs among the key decision-makers in the bidding and hosting process.*

4.3.5.3 *Enhance the capacity of NSOs to manage major international sport-specific events in Canada.*

4.3.6 ***To implement a sport technical and administrative assistance program or "Sport Aid" to selected developing countries.***

■ *Recommended Actions for 1988-92 Quadrennial*

4.3.6.1 *Develop a philosophy, strategy and program of "Sport Aid" for selected developing countries.*

5. The Status of the High Performance Athlete in Canada

5.1 The Context

Over the next quadrennial, the changing status of the high performance athlete must be recognized and incorporated into the major policies relating to high performance sport in Canada.

Athletes are motivated to excel in high performance sport by a multitude of factors. For some athletes, the motive is simply to achieve excellence — while for others, the primary motivation is the pursuit of a significant livelihood from sport. In some sports, for example hockey, soccer, volleyball, tennis, figure skating, and alpine skiing — top level athletes can earn considerable amounts of money, while in other sports, it will never be possible. Sport funding policies and programs must take these two extremes into consideration.

Regardless of the motivation of the athlete, the costs of the attainment of excellence in high performance sport are considerable. Athletes make a great personal commitment to the pursuit of excellence and their achievements are of significant value to Canadian society. Support programs for athletes must take into consideration both the needs of the athletes and the reward aspects of performance.

Because of the complexity of this issue, it was agreed that Sport Canada would undertake a study which would lead to the development of position papers in order that the proposed Consultative Council on National Sport could deal with the topic of the status of the athlete and make recommendations concerning policy and programs.

5.2 **Long Term Goal**

To ensure that the athletes central to the achievement of Canada's high performance objectives will be financially supported on a combined need-reward basis; and that this support will be available through public subsidies, private sector sponsorship, prize money and/or income from employment as athletes.

5.3 ***Sub-goals***

5.3.1 ***To develop a system which ensures the availability of the best eligible high performance athletes for international representation and related preparatory programs.***

5.3.1.1 *Ensure that actions and decisions affecting athletes (selection, discipline, carding, negotiation of athlete contracts, anti-doping measures, etc.) are conducted in accordance with accepted standards of due process and natural justice.*

5.3.1.2 *Coordinate and integrate, with national objectives, the identification and support of athletes in the layers of the high performance system under provincial jurisdiction and university/college jurisdiction.*

5.3.2 ***To develop a system which ensures the provision of a financial return to the non-commercial sport system by individual athletes, or team owners involved in commercial sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

5.3.2.1 *Establish clear policies on linkages between the commercial and non-commercial sport systems and on the obligations of those pursuing commercial sport interests (i.e. athletes, sponsors, agents, team owners, etc.) to the non-commercial sport system that developed the athletes.*

5.3.2.2 *Ensure that the AAP stipend is protected against inflation in the future.*

5.3.3 ***To establish a system which encourages and permits individuals to make a commitment to high performance sport without undue sacrifice of educational, occupational, cultural, or life objectives.***

■ *Recommended Actions for 1988-92 Quadrennial*

5.3.3.1 *Maintain a national system of athlete support for the 1,000 athletes involved in high performance preparation programs under the auspices of the NSOs.*

5.3.3.2 *Encourage at least one school in every major Canadian metropolitan centre to develop a high performance sport program which would enable athletes to train while at the same time continue with their studies.*

5.3.3.3 *Establish a system of education and occupational counselling, training and placement which ensures that athletes involved in high performance sport are prepared for post-sport careers.*

5.3.3.4 *Establish a system of identification, recruitment and training of athletes for post-competitive careers in sport (as coaches, administrators, technicians, sport scientists, etc.).*

5.3.3.5 *Develop a system or agency to work with the identified high performance athletes, their NSOs, and the corporate sector to augment Sport Canada's athlete assistance funding to ensure the athlete's basic financial concerns are met.*

5.3.4 ***To develop among high performance athletes in Canada a sense of appreciation for the Canadian sport system and a sense of responsibility toward that system.***

■ *Recommended Actions for 1988-92 Quadrennial*

5.3.4.1 *Develop a process whereby athletes are better informed about the Canadian sport system and the development and governance of their sport.*

5.3.4.2 *Develop a mechanism whereby elected athletes play a significant role in decision-making within their sport.*

5.3.5 ***To increase the number of gifted and dedicated athletes who receive support under the Sport Canada Athlete Assistance Program.***

■ *Recommended Actions for 1988-92 Quadrennial*

5.3.5.1 *Increase the number of athletes funded under the Sport Canada Athlete Assistance Program to 1,000.*

6. Sport as a Significant Component of Canadian Culture

6.1 The Context

Sport is both a natural and dynamic component of the lives of many Canadians. Canadians experience sport in a variety of ways — as spectators, supporters, participants, coaches and instructors, serious athletes, students, and so on.

Through sport, the values and traditions of our country and its communities are passed on from one generation to another, although that purpose has rarely been well recognized. Through sport, newcomers to Canada have added their games to our mosaic and joined in those already in play.

An appreciation and understanding of sport can be gained through several means — through participation in sport, through study and analysis of the history and tradition of sport in general and certain sports in particular, and through exposure to the performance of athletes of top calibre.

We need to make more memorable and positive the vitality and benefits of sport for our identities as Canadians, and as citizens in particular communities. We must raise the profile of sport as a significant component of Canadian culture.

6.2 Long Term Goal

To ensure that sport is articulated, recognized and valued as an integral part of Canadian culture and as a cultural form.

6.3 *Sub-goals*

6.3.1 ***To encourage school systems and educational institutions to recognize and accept as part of their curricular responsibilities a major responsibility for educating children and youth about the history, tradition and cultural values of sport in Canada.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.1.1 *Lobby provincial ministries of education for the inclusion of daily physical education in all elementary schools and for physical education to be compulsory throughout secondary school.*

6.3.1.2 *Lobby and assist provincial ministries of education to revise their physical education curricula within the context of sport as part of Canadian culture and to lobby and assist Canadian university physical education instructors to redesign their instructional program within the context of sport as a part of Canadian culture.*

6.3.1.3 *Lobby the Canadian Secondary School Sports Federation and its provincial members to incorporate the concept of sport as part of Canadian culture in its school sports programs.*

6.3.1.4 *Build upon the work done through the OCO Educational Packages to encourage the development of further sport specific materials which can be used to convey to school students the culture (history, tradition, performance record, etc.) of selected Canadian high profile sports and sporting events.*

6.3.1.5 *Stimulate in the university academic community a greater interest in the study and interpretation of sport in its many cultural contexts.*

6.3.2 ***To encourage National Sport Organizations to accept as their responsibility the conveying of the culture (tradition, history, performance record, etc.) of their sport to the Canadian public.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.2.1 *Encourage and assist the National Sport Organizations to include their sport's cultural context in their internal and external communication programs.*

6.3.3 ***To ensure that top level Canadian athletes perform before a wide-ranging audience in Canada in order to promote the concept of excellence through sport, to enable the Canadian public to identify with outstanding Canadians, and to share outstanding athletic performances with other Canadians.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.3.1 *Assist the NSOs to develop and enhance their event production and event marketing capabilities to ensure the national teams — or top level Canadian athletes — for all priority sports will perform during the quadrennial in significant international events in Canada that will be well supported by Canadian spectators.*

6.3.4 ***To encourage sport in Canada to be reported by the media from a Canadian perspective, i.e., that Canadian sport and athletes and their performances are valued in and of themselves and characterized according to Canadian values and traditions.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.4.1 *Ensure public relations and marketing services are available to assist individual NSOs to promote more effectively their sports and culture to the media and the Canadian public, and to promote and market Canadian sport and its culture as a whole to the Canadian media and public.*

6.3.5 ***To encourage significant public and private support for the transmission of Canadian sport events and activities through such public institutions as the CBC and the NFB.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.5.1 *Promote sport's cultural dimension to all government agencies responsible for assisting Canada's cultural development and to ensure such agencies support sport projects that are part of Canada's cultural development.*

6.3.5.2 *Lobby the CBC, the NFB, and the CRTC for the production and transmission of more Canadian sport stories, events, interpretations through the variety of means available such as TV, radio, film, video, etc.*

6.3.6 ***To ensure that professions within sport, such as coaching, sport management, etc. are accepted as legitimate professions in the Canadian labour market.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.6.1 *Investigate the possibility of taking a labour market approach to the professionalization of coaching and sport management.*

6.3.6.2 *Promote, through the Canadian media, the important role and contribution made by Canadian coaches and sport administrators.*

6.3.7 ***To ensure that outstanding performances by Canadian athletes and contributions to the Canadian Sport System on both a sport specific and general basis are recognized and rewarded.***

■ *Recommended Actions for 1988-92 Quadrennial*

6.3.7.1 *Develop further a national program to recognize outstanding Canadian athletes and sport leaders (e.g. Tribute to Champions, Order of Canada, etc.)*

7. Financing of Sport

7.1 The Context

The maintenance and development of a sport system in Canada and a wide range of generally accessible opportunities for involvement in sport at various levels is beneficial to Canadian society in general; therefore a significant responsibility for the financing of sport rests with the federal government at the national level.

There is also a significant private interest (ie. corporate and commercial) in sport, which, if channelled in a positive way, can contribute significantly to the future financing of sport. While the total amount from the private sector is expected to increase for at least one more quadrennial, the financial benefits will be unevenly distributed within the sport system and will be largely determined by individual corporate interest rather than by collective decision or by the plan of the sport community. Public sector funding will therefore be required in order to maintain equity and fairness in the system, and to ensure the attainment of socially valuable sport goals.

A combination of public and private sector funding at a rate significantly higher than the current rate will be necessary if the National Goals for Sport are to be attained.

Private sector funding opportunities have not yet been fully exploited, but by 1996 the upper limit of potential corporate involvement in sport will likely have been reached. The pattern of corporations and sport organizations involved in commercial relationships will change over time, but the total amount of corporate sector funding in sport will not likely increase at current rates beyond 1996.

The contributions of participants, the families of participants and volunteers to sport are already considerable — and if included in any calculation of expenditures in the entire sport system would give a non-government to government funding ratio of approximately 75:25. National Sport Organizations however, do

not have a consistent or rational means of determining or collecting contributions from members or users; nor do NSOs have adequate means to determine the value, costs and therefore the prices of goods and services provided to members. Rationalization of approaches to this area of sport financing and internal marketing should yield additional funding.

The financial framework for sport can still not be clearly depicted because of a lack of concrete information collected according to a common format. It is known, however, that sport is financed through a variety of inter-dependent sources — some private and some public. The public sector financial contribution to sport serves as an important lever for private sector funds. Because of the uncertainty of the economic environment and the difficulties currently associated with obtaining accurate information, it will be necessary to consider and update the financial framework for sport at least every two years.

In the course of deliberations, the Task Force endeavoured to estimate the total annual expenditures by national agencies (government and non-governmental) which would be required by 1996 if the long term goals as articulated in this Report are to be met. The Task Force concluded that annual expenditures of $120 million a year, specifically on activities which contribute to the attainment of the national goals for sport, would be required by 1996.

Using current levels of expenditure on various aspects of the organizational infrastructure, and the domestic and high performance systems as a starting point, cost projections were made based on the assumption that many existing program areas would be expanded and that a number of new programs and projects would be required if the goals were to be met. It should be noted that costs related to the staging of major Games in Canada, or in areas which might be considered non-traditional for the federal or national level (e.g. facility construction) have not been included in the estimate.

7.2 **Long Term Goal**

To secure the level of funding required by the sport system and specific sport programs to achieve the national goals for sport.

7.3 ***Sub-goals***

7.3.1 ***To secure $120 million per year by 1996 as the annual funding base available to national sport agencies and organizations for activities which contribute to the attainment of the national goals for sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

7.3.1.1 *Ensure the availability by 1992 of $112 million per annum from government and non-governmental sources for system development and programs directed to the accomplishment of the National Goals for Sport.*

7.3.1.2 *Maintain and strengthen a system of government funding for sport which is based on a public sector responsibility for "core" activity and system development, and which measures and*

rewards accomplishments in both the high performance and domestic sport sectors. As well, ensure government funding for sport serves a catalytic purpose in terms of levering financial commitments from non-government sources, and serves an innovative function in terms of facilitating experimentation and the adoption of new sport programs and projects which would not likely be financed by the non-governmental sector.

7.3.1.3 *Secure funding increases for sport of $16 million per annum for programs and activities which directly contribute to the National Goals for Sport from each of the governmental and non-governmental sectors by 1992, assuming retention of the federal government's Best Ever monies (approximately $16 million per annum).*

7.3.2 ***To attain and maintain a ratio of government to non-government funding in the approximate range of 50:50.***

■ *Recommended Actions for 1988-92 Quadrennial*

7.3.2.1 *Make significant progress toward the long term goal of a 50:50 balance of government and non-government funding sources for NSOs by moving the current 58:42 ratio to a 56:44 ratio by 1992.*

7.3.2.2 *Ensure that the purchasing power of the funds identified in this Report as the requirement for accomplishment of the Recommended Actions for sport is not eroded by fluctuations in the purchasing power of the Canadian dollar at home or abroad.*

7.3.3 ***To encourage commercial and corporate sector financial involvement which contributes to the National Goals for the Canadian Sport System.***

■ *Recommended Actions for 1988-92 Quadrennial*

7.3.3.1 *Increase the amount of NSO non-government funding from the commercial and corporate sector by 10% per annum (compounded and cumulatively) in each of the years of the 1989-92 quadrennial, thus reaching $26.4 million per annum by 1992.*

7.3.4 ***To develop a greater self-funding capability within sport organizations — particularly in the area of internally generated resources, and to reach an approximate balance of 50:50 in NSO funding from external and internal self-funding sources.***

■ *Recommended Actions for 1988-92 Quadrennial*

7.3.4.1 *Undertake new programs in the area of NSO self-generated internal funding in order to increase the amount of non-governmental funding from NSO internal sources by 5% per annum (compounded and cumulatively) in each of the years of the 1989-92 quadrennial, thus reaching $25.5 million per annum by 1992.*

7.3.4.2 *Encourage multi-sport organizations with significant self-generated or discretionary funds to direct those resources to programs and activities which will have a direct impact on the prospects for achieving the national quadrennial goals for sport; and to allocate those funds in a manner which is consistent with the predominant approaches and athlete development models of NSOs.*

7.3.4.3 *Encourage contributions from the Canadian Olympic Association's Olympic Legacy fund to programs and activities which directly assist in the achievement of the National Goals for Sport in the amount of $2 million per annum starting in 1988-89.*

7.3.4.4 *Where there is potential for agencies through the hosting of major events to generate considerable legacy funds, encourage the agencies to expend such funds in support of the National Goals for Sport.*

7.3.5 ***Undertake further work in the area of economic modelling for sport and the development of a coherent framework for a set of "national sport accounts". This work would include, inter alia, the following elements:***

- *a means of calculating hidden and observable costs related to sport which are a significant part of the general economy (i.e. sport's contribution to the economy);*
- *economic models describing the operations of NSOs (including those elements which can be valued but which do not comprise part of the cash flow through NSO books);*
- *athlete financing scenarios which indicate the costs of participation and the costs of excellence;*
- *the government policy environment (donations, financial policy, taxation measures, etc.), and its impact on sport;*
- *a financial framework including a set of "national sport accounts" with a standard recording/reporting format, which would ease the task of determining the expenditures and sources of funds for sport at the national level.*

8. Leadership and Linkages

8.1 The Context

Leadership of the various elements of the national sport system is provided by a number of inter-dependent agencies — the federal government, national sport organizations, multi-sport services agencies and others. It is important for the development of sport in Canada that all agencies in a position to offer leadership to the national sport system coordinate their actions according to a common direction and vision for sport.

The National Goals for Sport provide such direction and an opportunity for shared leadership to the national sport system.

The term "linkages" refers to the formal and informal mechanisms by which organizations communicate with each other for the purposes of sharing information, providing direction, consulting, collaborating, and so on. Linkages assist organizations in carrying out their responsibilities within the national sport system as they relate to the National Goals for Sport.

Shared leadership refers to the shared role and balance of power and authority that is understood and demonstrated between leading agencies, in this case both governmental and non-governmental, in the process of proposing the National Goals for Sport and overall strategic directions for sport in Canada.

It is also recognized that in proposing the National Goals for Sport through the Consultative Council on National Sport, shared leadership implies "collective leadership." ie. leadership emanating jointly from the major agencies in sport at the national level. In other cases, however, the provision of leadership to a particular situation or project may be shared between two agencies only. In both cases, there is an underlying assumption that when significant decisions concerning programs and priorities for sport at the national level are made, consultation will occur with the key actors.

The federal government has a unique and special role within the national sport system and therefore has certain responsibilities which include the following: to be the primary funding agent for sport at the national level, to ensure that broad social goals and values become a part of the goals of the national sport system, to provide leadership and assistance to the national sport community in the development of the national goals for sport and in their accomplishment, and to provide leadership in assessing progress toward the attainment of the national goals for sport.

National Sport Organizations are the primary agents for the development of their sport in Canada and therefore have a significant leadership role within the national sport system. National Sport Organizations should be significant decision-makers with respect to the direction of sport in Canada and should play an important role in the definition and attainment of the National Goals for Sport.

Multi-sport service agencies and franchise-holding agencies also play an important role in the attainment of the National Goals for Sport. The primary programs and services of multi-sport agencies should be derived from and clearly linked to the aggregated needs of the NSOs as articulated in their athlete development and sport system models. In order for there to be convergence of the goals of NSOs and multi-sport agencies, there must be interaction, responsiveness, coordination and cooperation between the agencies and the NSOs.

The following goals and sub-goals relate to the rationalization of the various roles and responsibilities of agencies, both governmental and non-governmental within the national sport system. They emphasize the inter-dependency of these agencies in determining and attaining the National Goals for Sport.

8.2 **Long Term Goal**

To ensure that there is strong, co-ordinated and shared leadership for sport at the national level, within and among both the governmental and non-governmental sectors of the national sport system.

8.3 ***Sub-goals***

8.3.1 ***To produce and gain acceptance among the key agencies of the National Goals for Sport at the beginning of each quadrennial.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.1.1 *Gain acceptance for the National Goals for Sport for 1988-92 among the key agencies of the national sport system.*

8.3.2 ***To work toward situating NSOs with a full national mandate, responsible for the leadership of their sport at all levels of its development.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.2.1 *Encourage and strengthen the capabilities of NSOs in order that they can assume responsibility for the provision of a full range of services to all participants, from those at the local level to the high performance athletes.*

8.3.2.2 *Assist the NSOs to strengthen and develop their organizational management systems to enable them to be more effective national agencies responsible for the development, promotion and governance of their sports.*

8.3.3 ***To establish a consultative body which will come together at the call of the Minister to propose the National Goals for Sport prior to the start of each quadrennial, to arrange for an interactive process with key agencies in the national sport system to help communicate and refine the Goals and priorities, to foster co-ordination among the key agencies, and to serve as a mechanism for collaboration for the discussion and development of proposals on important issues, the financing of sport, etc.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.3.1 *Establish the Consultative Council on National Sport with highly capable and respected members drawn from national sport organizations, multi-sport agencies, the federal government and other experts of merit which will come together at the call of the Minister to:*

- *propose the National Goals for Sport prior to the start of each quadrennial;*
- *identify critical emerging issues which may require further study or collaboration among affected constituencies, and see to the undertaking of special studies at the call of the Minister;*
- *propose the broad financial framework for the quadrennial and beyond;*
- *discuss and make recommendations on the relationship and roles of agencies in both the governmental and non-governmental sectors of the national sport system;*
- *provide commentary on the rationalization of roles of major agencies relative to goal implementation;*
- *arrange for an interactive process with the sport community to help communicate and refine the Goals and priorities;*
- *take stock of the progress toward the attainment of the National Goals and the financial framework every two years;*
- *provide advice to the Minister on the above.*

8.3.3.2 *Establish a Secretariat for the Consultative Council on National Sport and commit appropriate resources for same.*

8.3.4 ***To encourage meaningful consultation between the principal agencies of the national sport system and their constituencies.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.4.1 *Encourage Sport Canada to produce a paper and seek feedback and recommendations on the following:*

- *the role of Sport Canada consultants and Program Managers as vehicles for consultation;*
- *the formal consultation process which occurs between Sports Canada and NSOs before the introduction of new programs and policies.*

8.3.4.2 *Encourage NSOs to take advantage of the representation which they currently have, or could have, on multi-sport bodies through the appointment of well-informed, capable individuals as their representatives.*

8.3.4.3 *Encourage communication on matters relating to the implementation of the National Goals for Sport and the building of the Canadian Sport System between National and Provincial Sport Organizations, and the federal and the provincial/territorial governments.*

8.3.5 ***To encourage the development of strong and effective advocacy on behalf of sport.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.5.1 *Form constituency-based sport advocacy groups which will address issues relating to their specific constituency.*

8.3.5.2 *Establish a permanent secretariat to provide support services to sport advocacy activities of the TD/ED Councils, among others.*

8.3.6 ***To ensure that future leaders in sport are provided with top quality, in-depth educational opportunities in order to ensure that there are dynamic and capable individuals to assume leadership roles in the national sport community.***

■ *Recommended Actions for 1988-92 Quadrennial*

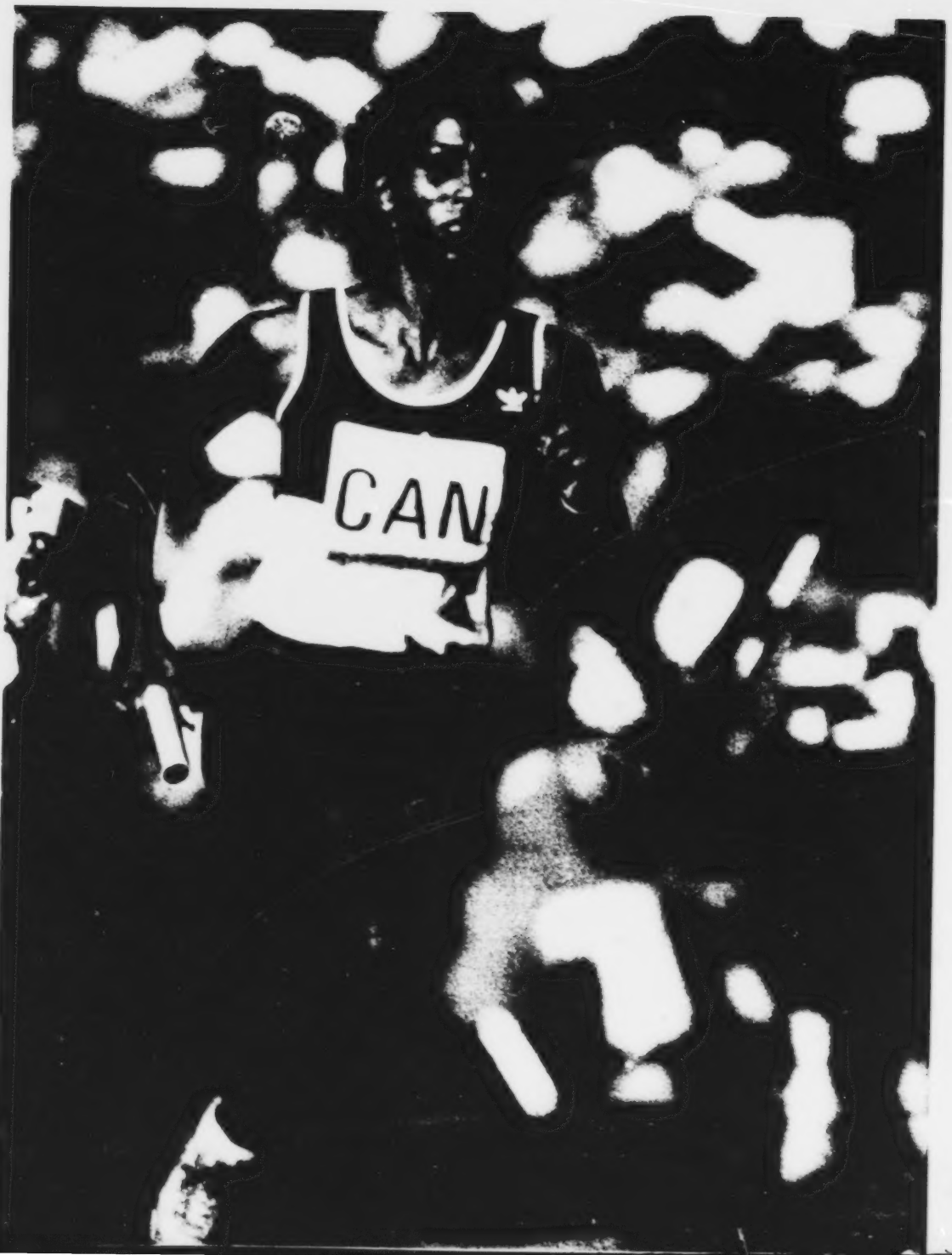
8.3.6.1 *Undertake a study of, and make recommendations on, the educational requirements and training opportunities for the development of future leaders in sport.*

8.3.7 ***To encourage the development of forums to facilitate meaningful communication and consultation.***

■ *Recommended Actions for 1988-92 Quadrennial*

8.3.7.1 *Develop and implement a plan for a series of forums on national sport issues and priorities.*

8.3.7.2 *Encourage the formation of constituency-based advocacy groups to address issues relating to athletes, coaches, summer Olympic sports, winter Olympic sports, etc.*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Most Important Recommended Actions for 1988-92

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The Recommended Actions for 1988-92 relating to the Sub-Goals have been carefully selected. It is recognized however that because of the resource limitations and other factors, priorities must be set. The following are the Recommended Actions considered to be most important for attaining the National Goals for Sport in the 1988-92 Quadrennial.

1. The Sport System in Canada

1.3.1.1 Foster agreement throughout all levels of the sport community for a set of National Goals for Sport and Recommended Actions for the 1988-92 Quadrennial.

1.3.2.1 1.3.2.2 Encourage and strengthen the capabilities of NSOs in order that they may become more effective national agencies responsible for the development, promotion, and governance of their sport at all levels from the high performance athlete to the local level participant.

1.3.2.3 1.3.2.4 Assist NSOs to strengthen and develop their human and financial resource systems in order that they acquire and properly manage both the human and financial resources needed for their sport's operations.

1.3.4.1 1.3.4.2 Assist NSOs to promote the concept of integrated sport models and systems to their provincial and local organizations, and at the same time gain agreement from all provincial governments on the concept of working toward an integrated system of athlete development in Canada.

1.3.6.1 1.3.6.2 1.3.6.3 Establish and maintain a national education system for sport administrators, paid and volunteer, which would address the needs of both current sport administrators and those who aspire to a career in sport administration.

1.3.6.4 2.3.2.4 Establish coaching as a viable career within the Canadian sport system and labour market and increase the number of qualified full-time and part-time remunerated coaches at selected levels within the sport system. At the same time, develop an economic model and acquire resources to support the hiring of coaches on a full-time basis.

1.3.8.1 Review and make recommendations concerning the mandate of franchise-holding agencies and their management systems to ensure that these agencies meet the collective needs of NSOs and are responsive to NSOs' changing needs.

2. High Performance Sport

2.3.1.1 Maintain a sport recognition system for Olympic, non-Olympic and disabled sports respectively and gain acceptance of this system by all agencies, national and provincial, committed to high performance development.

2.3.2.1 Establish and maintain an advanced coaching system in Canada capable of training Canadian coaches in major sports to a world class standard.

2.3.2.3 Add to the national high performance centre concept national multi-sport high performance centres, located in major urban centres, which employ professional administrators, coaches, sport scientists, sport medicine practitioners; serve the high performance athletes, coaches and clubs in their respective regions; and serve to influence the development of sport in the communities in their respective regions.

2.3.2.5 Design and implement new programs to develop and support the essential elements related to high performance.

2.3.3.1 Produce and utilize high performance athlete development models and systems in priority summer and winter sports.

3. Domestic Sport

3.3.1.1 3.3.1.2 Develop a strategy and policy on the role of national and federal agencies in the promotion and development of domestic sport. Ensure that priority sports develop domestic sport plans based on athlete development models and athlete development systems.

3.3.2.1 Develop and implement the "PopSport" Program with a view to popularizing sport and increasing the number of Canadians participating in organized competitive sport.

3.3.3.1 Increase the number of women in organized competitive sport through the development of sport specific strategies and implementation plans as part of the Domestic Quadrennial Planning Process.

3.3.5.1 Organize a national conference designed to bring together individuals from the school system and the sport system to discuss the coordination of competitive programs, the teaching of basic sport skills, the integration of the two sport programs, etc. ("The Sport System Meets the School System").

4. International Sport Leadership

4.3.1.1. Assist NSOs to identify key issues related to their sports at the international level, develop Canadian positions on these issues, and lobby to influence these issues in key international federations.

4.3.1.2. Ensure that knowledgeable Canadians from NSOs capable of providing leadership at the international level are elected to influential positions in key international federations.

4.3.2.1 Establish Canada's leadership role on international issues such as doping, fair play in sport, opposition to apartheid, gender disparity and the commercialization of sport.

4.3.3.1 Develop a coordinated collaboration plan for the improvement of international sport relations in conjunction with the Department of External Affairs.

4.3.5.1 Provide support for the Canadian bids to host the 1994 Commonwealth Games and the 1996 Olympic Games.

5. The Status of the High Performance Athlete

5.3.1.1 Ensure that actions and decisions affecting athletes (selection, discipline, carding, negotiation of athlete contacts, anti-doping measures, etc.) are conducted in accordance with accepted standards of due process and natural justice.

5.3.1.2 Coordinate and integrate, with national objectives, the identification and support of athletes in the layers of the high performance system under provincial jurisdiction and university/college jurisdiction.

5.3.2.2 Ensure that the AAP stipend is protected against inflation in the future.

5.3.3.1 Maintain a national system of athlete support for the 1,000 athletes involved in high performance preparation programs funder the auspices of the NSOs.

6. Sport as a Component of Culture

6.3.1.2 Lobby and assist provincial ministries of education to revise their physical education curricula within the context of sport as a part of Canadian culture, and lobby and assist Canadian University physical education instructors to redesign their instructional program within the context of sport as a component of Canadian culture.

6.3.3.1 Assist the NSOs to develop and enhance their event production and event marketing capabilities to ensure the national teams — or top level Canadian athletes — for all priority sports will perform during the quadrennial in significant international events in Canada that will be well-supported by Canadian spectators.

6.3.4.1 Ensure public relations and marketing services are available to assist individual NSOs to promote more effectively their sports and culture to the media and the Canadian public, and promote and market Canadian sport and its culture as a whole to the Canadian media and the Canadian public.

6.3.6.1 Investigate the possibility of taking a labour market approach to the professionalization of coaching and sport management.

7. Financing of Sport

7.3.1.1 Ensure the availability by 1992 of $112 million per annum from government and non-governmental sources for system development and programs directed to the accomplishment of the National Goals for Sport.

7.3.1.2 Maintain and strengthen a system of government funding for sport which is based on a public sector responsibility for "core" activity and system development, and which measures and rewards accomplishments in both the high performance and domestic sport sectors. As well, ensure government funding for sport serves a catalytic purpose in terms of levering financial commitments from non-government sources, and serves an innovative function in terms of facilitating experimentation and the adoption of new sport programs and projects which would not likely be financed by the non-governmental sector.

7.3.1.3 Secure funding increases for sport of $16 million per annum for programs and activities which directly contribute to the National Goals for Sport from each of the governmental and non-governmental sectors by 1992, assuming retention of the federal government's Best Ever monies (approximately $16 million per annum).

7.3.2.1 Make significant progress toward the long-term goal of a 50:50 balance of government and non-government funding sources for NSOs by moving the current 58:42 ratio to a 56:44 ratio by 1992.

7.3.2.2 Ensure that the purchasing power of the funds identified in this Report as the requirement for accomplishment of the Recommended Actions for sport is not eroded by fluctuations in the purchasing power of the Canadian dollar at home or abroad.

7.3.3.1 Increase the amount of non-government funding from the commercial and corporate sector by 10% per annum (compounded and cumulatively) in each of the years of the 1989-92 quadrennial, thus reaching $26.4 milion per annum by 1992.

7.3.4.1 Undertake new programs in the area of NSO self-generated internal funding in order to increase the amount of non-government funding from NSO internal sources by 5% per annum (compounded and cumulatively) in each of the years of the 1989-92 quadrennial, thus reaching $25.5 million per annum by 1992.

7.3.4.2 Encourage multi-sport organizations with significant self-generated or discretionary funds to direct those resources to programs and activities which will have a direct impact on the prospects for achieving the national quadrennial goals for sport, and allocate those funds in a manner which is consistent with the predominant approaches and athlete development models of NSOs.

7.3.4.3 Encourage contributions from the Canadian Olympic Association's Olympic Legacy fund to programs and activities which directly assist in the achievement of the National Goals for Sport in the amount of $2 million per annum starting in 1988-89.

7.3.5 Undertake further work in the area of economic modelling for sport and the development of a coherent framework for a set of "national sport accounts". This work would include, inter alia, the following elements:

- a means of calculating hidden and observable costs related to sport which are a significant part of the general economy;
- economic models describing the operations of NSOs (including those elements which can be valued but which do not comprise part of the cash flow through NSO books;)
- athlete financing scenarios which indicate the costs of participation and the costs of excellence;
- the government policy environment (donations, financial policy, taxation measures etc.), and its impact on sport;
- a financial framework including a set of "national sport accounts" with a standard recording/reporting format, which would ease the task of determining the expenditures and sources of funds for sport at the national level.

8. Leadership and Linkages

8.3.1.1 Gain acceptance for the National Goals for Sport for 1988-92 among the key agencies of the national sport system.

8.3.2.1 Encourage and strengthen the capabilities of NSOs in order that they can assume responsibility for the provision of a full range of services to all participants from the local level to the high performance athlete.

8.3.2.2 Assist the NSOs to strengthen and develop their organizational management systems to enable them to be more effective national agencies responsible for the development, promotion and governance of their sports.

8.3.3.1 Establish the Consultative Council on National Sport with highly capable and respected members drawn from national sport organizations, multi-sport agencies, the federal government, and other experts of merit which would come together at the call of the Minister to:

- propose the National Goals for Sport and recommended actions for the quadrennial prior to the start of each quadrennial;
- identify critical emerging issues which may require further study or collaboration among affected constituencies, and see to the undertaking of special studies at the call of the Minister;
- propose the broad financial framework for the quadrennial and beyond;
- discuss and make recommendations on the relationship and roles of major agencies relative to goal implementation;
- arrange for an interactive process with the sport community to help communicate and refine the priorities and recommended actions;
- take stock of progress towards the attainment of the national goals and the financial framework every two years;
- provide advice to the Minister on the above.

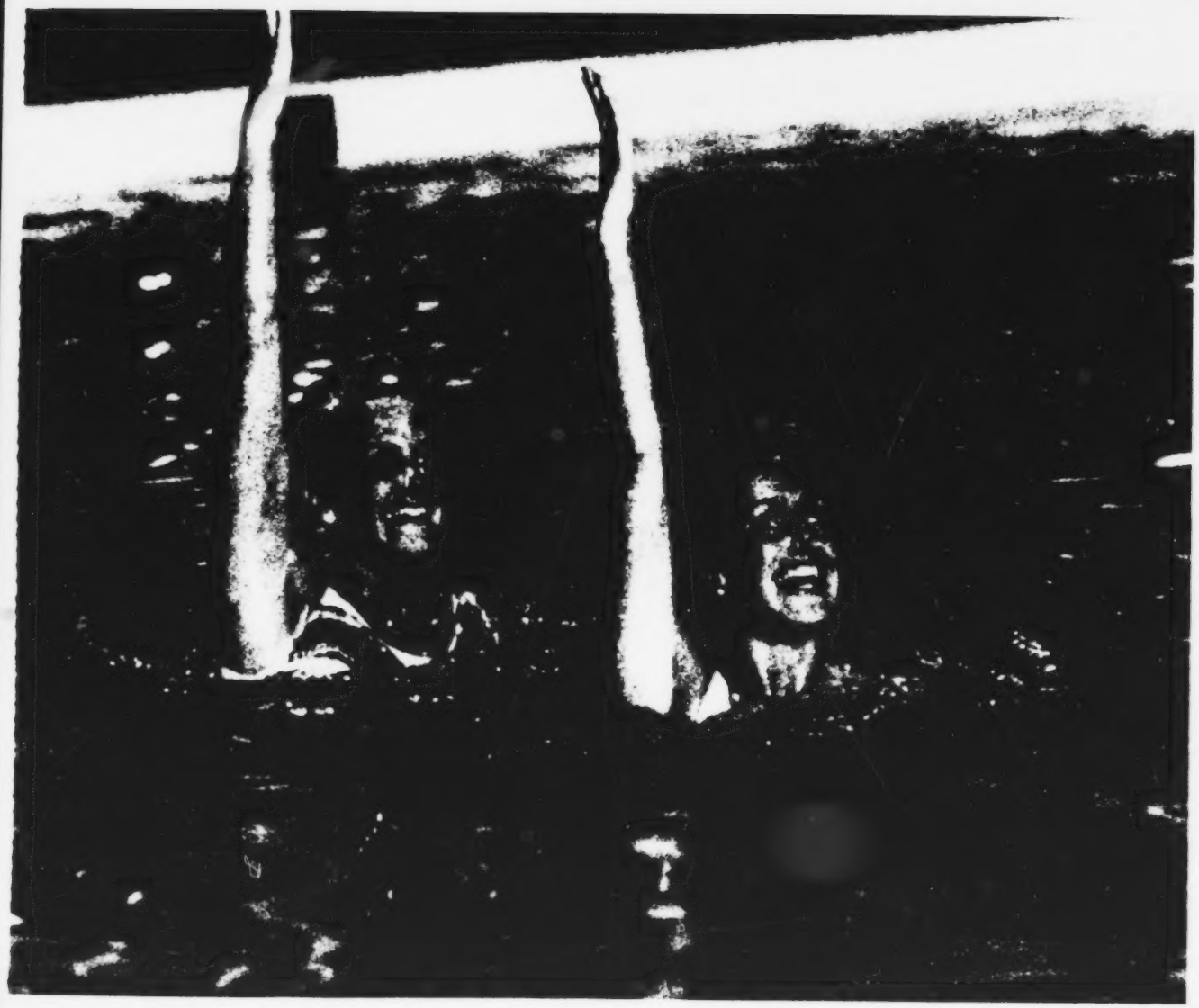
8.3.3.2 Establish a Secretariat for the Consultative Council on National Sport and commit appropriate resources for same.

8.3.4.2 Encourage NSOs to take advantage of the representation which they currently have, or could have, on multi-sport bodies through the appointment of well-informed, capable individuals as their representatives.

8.3.5.1 8.3.5.2 8.3.7.1 Develop strong and effective advocates on behalf of sport through the formation of constituency-based advocacy groups, the establishment of a permanent secretariat to provide support services to the ED/TD Councils, among others, and by conducting a series of forums on national sport issues.

8.3.4.1 Encourage Sport Canada to produce a paper and seek feedback and recommendations on the following:

- the role of Sport Canada consultants and Program Managers as vehicles for consultation;
- the formal consultation process which occurs between Sport Canada and NSOs before the introduction of new programs and policies.



Important Recommended Actions for 1988-92

4

The Task Force considers these Recommended Actions for 1988-92 to be important for the attainment of the National Goals for Sport, but of lesser importance than those listed in the previous section.

1. The Sport System in Canada

1.3.7.1 Review and make recommendations concerning the mandate of service agencies and their management systems to ensure that these agencies meet the collective needs of the NSOs and are responsive to the NSOs' changing needs.

1.3.9.1 Work in coordination with provincial governments and national service agencies to develop provincial affiliates of those national agencies to meet provincial needs within the provincial sport system structure.

1.3.10.1 Develop and articulate the national and federal responsibilities with respect to facility planning and construction in Canada.

1.3.11.1 Encourage collaboration between NSOs and colleges, universities and secondary school agencies in order that they may understand the sport-specific models of the sports in which they are involved, and their role in the development of the sport.

2. High Performance

2.3.2.2 Improve the high performance coaching environment by improving the quality of the elite club and training centre environment and by establishing a sound philosophical base for high performance coaching.

3. Domestic Sport

3.3.5.2 Assist with the development and enhancement of skill initiation programs designed specifically for delivery by the agency best suited to teach such skills (e.g., elementary schools, local clubs, community recreation centres, etc).

4. International Sport Leadership

4.3.5.2 Develop a strategy for the hosting of major games in Canada which would include NSOs among the key decision-makers in the bidding and hosting process.

6. Sport as a Component of Culture

6.3.2.1 Encourage and assist National Sport Organizations to include their sport's cultural context in their internal and external communications programs.

6.3.5.2 Lobby the CBC, the NFB, and the CRTC for the production and transmission of more Canadian sport stories, events and interpretations through the variety of means available such as TV, radio, film, video, etc.

The development of a financial framework for sport proved to be a difficult exercise for the Task Force. On the one hand, Task Force members were faced with a profound lack of reliable data on current expenditures and sources of funds as the basis for understanding the current situation and proposing future scenarios. On the other hand, there were difficulties in determining with any real degree of precision the ***costs*** associated with the attainment of national goals for sport, which the Task Force articulated in some detail.

In its deliberations on the financing of sport, the Task Force set out to accomplish three tasks:

1. Determine the current pattern of expenditures on sport at the national level and the sources of funds currently expended;

2. Determine the cost of achieving the national goals for sport over two quadrennial periods (i.e. the 8 years from 1988 to 1996);

3. Identify principles upon which a future framework for the financing of sport at the national level should be based.

In order to accomplish the first task, the Task Force ultimately determined that no existing analysis provided the requisite data on expenditures at the national level so the Task Force undertook its own survey. The survey itself was not without its controversial points. Specifically, the question of what should be "counted" in any attempt to understand the scope of expenditures on sport proved difficult.

There are numerous parties and partners contributing to sport — directly and indirectly. While the federal government is certainly the largest single contributor and National Sport Organizations clearly the largest block of program deliverers in sport, very substantial contributions are made by parents, athletes, clubs, provincial and municipal authorities, as well as by corporate and commercial contributors and sponsors — all of whose expenditures are not captured in any accessible set of books.

Ultimately it was decided that the survey results would only attempt to summarize expenditures that are recorded in the formal books of national sport organizations. The personal contributions of individuals, contributions of goods and services in kind, expenditures by sponsors on events or activities where the actual cash involved does **not** flow through the books of an NSO are, therefore, not counted in the summary of the Sources of Funding Survey. In the discussion which follows on government:non-government funding ratios, it is clear that a more favourable balance of funding from both sources would exist — indeed it is highly probable that non-government funding would exceed government funding if an accurate means of accounting for funds expended on programs and activities essential to the achievement of the national goals for sport (but expended and recorded other than through the books of NSOs) could be found.

The survey indicated that approximately $87 million flows through the books of national sport organizations. Approximately 56% of the total amount is contributed by government, with the remaining 44% contributed by self-generated fund-raising efforts of NSOs. Approximately 55% of the self-generated funds raised by NSOs come from "internal" sources — member fees, sales of goods and services to participants in the sport, etc., while 45% of NSO funds come from "external" sources — corporate sponsorships, etc. Although Task Force members were somewhat surprised by the apparent balance of "internal" and "external" sources of funds, given the lack of concerted effort on "internal" fund-generation efforts to date, it appears that this area is one with considerable potential for growth if a more rigorous approach to the costing and pricing of goods and services is undertaken.

The process of costing the National Goals for sport indicated that approximately **$120-125 million worth of expenditures** on programs conducted under the auspices of NSOs is required by 1996 if the ambitious goals set out by the Task Force are to be achieved. The process of costing the Goals was difficult, since many different program combinations might lead to the accomplishment of the national goals. In addition, each of these combinations would possibly yield slightly different costs. Nonetheless, the exercise which was undertaken is based on logical expansion of current programs. While the degree to which further development in any single program area can be said to directly contribute to the accomplishment of the goals is debatable, the Task Force has taken the overall requirement of $120-125 million in the national sport system and expended on programs related to the National Goals as a reasonable and valid figure.

Once an assessment of the current level of expenditures and sources of funds, and a calculation of the costs of achieving the National Goals were undertaken, the Task Force turned its attention to the development of a financial framework.

The financial framework had to be based, of course, on reasonable projections of future growth in the three primary funding sources, the federal government, "internally" self-generated funds of NSOs and "externally" self-generated funds of NSOs. As well, a fourth source of financial support for sport has arrived on the scene for the first time — namely, the Olympic legacy funds of the Canadian Olympic Association. It is also recognized that there may be other such legacy funds as other major events are hosted in Canada and that, in due course, these funds may also be directed toward the National Goals for Sport.

A number of key questions of policy and philosophy also needed to be resolved. Specifically, the Task Force grappled with the following questions: How rigorous should we be in correlating goals for sport and financial requirements? Is there a desired ratio of government:non-government funding for sport at the national level, and what is the policy or social philosophy basis for such a ratio? By what date should the desired ratio be achieved? Should attainment of that ratio, particularly on the non-government side, be a condition for future federal funding levels? How would any target ratio be applied within the sport system — across the board or to individual recipients of

government funding? Should the level of government funding be driven by social policy concerns or by the dictates of a fiscal constraint philosophy? Should sport take an approach similar to that of the arts and adopt a "sports industries" model to address its future financing concerns? Should government funds be used to cover the costs of programs which non-government agencies could finance on their own?

The conclusions of the Task Force are found in the section of The National Goals for Sport dealing with the Financing of Sport, and in the following principles, which summarize the proposed financial framework for sport for the next two quadrennials. The over-riding conclusions are the following:

1. Significant new funding is required if the National Goals for Sport are to be achieved.

2. Significant new funding is required from both the governmental and non-governmental sectors.

3. The magnitude of new funding from both sectors means that a better balance of government and non-government shares will be achieved, but that a 50:50 balance (if only funds through the national books are counted) will not likely be achieved within two quadrennials, although very good progress can be made, particularly in the second quadrennial, 1992-96.

4. Considerable effort will have to be applied if non-government funding is to increase.

5. More data and more sophisticated analytical frameworks for examining the economics of sport must be undertaken.

Financial Principles

1. The federal government has a major responsibility for the financing of the national sport system in view of its significant social policy role in the area of national sport development.

2. The responsibility for providing financial resources for the maintenance and development of the total sport system is shared among many parties: the federal government, national non-governmental, provincial organizations and agencies, institutions, the corporate sector and individual participants and their families.

3. The projected level of funding required to maintain and develop the national sport system should be based primarily on realistic projections of funding required to attain the national goals. The costing of goals should be undertaken on a two-quadrennial basis, with review and revision toward the end of each quadrennial. Once funding levels are known, goals should be reconsidered, and, if necessary, adjusted.

4. A balance of government and non-government money is a target for the financing of programs and activities required to attain the National Goals for Sport (In this case, non-government money refers to funds which can be accounted for in the financial statements of National Sports Organizations). It is acknowledged that the real costs of, and expenditures on, sport at the national

level are considerably greater. These additional expenditures include such items as the personal contributions of athletes and their families, *in-kind* contributions from the private sector and expenditures made by institutions and agencies below the national level — e.g., clubs, provincial organizations and governments and universities.

5. For the quadrennial 1988-92, contributions from the government and non-government sectors are projected to increase by approximately the same *absolute* amounts. Assuming increases of approximately $16 million from each of the government and non-government sectors over the period of the quadrennial, funding in the system directed to the attainment of long-term national goals (and quadrennial priorities) is projected to reach $107 million per annum by 1992.

Growth in the funding base for sport for the 1992-96 quadrennial is to be somewhat slower, with contributions from the non-government sector expected to exceed that of the government. The projections call for a $5.0 million per annum increase over 1992 levels by 1996 from the government sector, and an $11.2 million increase from the non-government sector, bringing the available funds for programs directed to the attainment of the National Goals for Sport to nearly $120 million.

6. Funding from self-generated *external* sources in the 1988-92 period is projected to increase by 10% (compounded and cumulatively) per annum, and by 5% per annum throughout the 1992-96 quadrennial — i.e. $26 million per annum by 1992, and $32 million by 1996. The amount from self-generated *internal* sources is projected to increase by 5% per annum (compounded and cumulatively) in the 1988-92 period and by 5% per annum in the 1992-96 period — i.e., $25.5 million by 1992 and $30.5 million by 1996.

7. In order to identify *funds* from various sources which are *directed to the attainment of the national goals*, an adjustment factor is applied. The **adjustment** factor represents the percentage of that particular source of funds which flows into the national sport community but which is not directed specifically to programs and activities related to the national goals. The amount from each of these sources remaining after the adjustment exercise is the level of funding which will be devoted to programs which directly enhance the prospects of attaining the national goals.

The adjustment factors are: NSO external — 45%; NSO internal — 20%; COA legacy funds — 25%.

8. The federal government should maintain a significant responsibility for the financing of certain essential and fundamental elements and programs of the Canadian sport system which contribute to the attainment of the long-term goals for sport — e.g., 'core' infrastructure, professional staff, administrative services, national programs such as coaching education, national team programs, Canada Games, major Games Missions, etc.

9. The funding requirements in the proposals of the Task Force are intended to be subject to inflation according to the normal CPI rates.

Financial Framework Projections — Over Two Quadrennials: 1988 to 1996

		1988	Annual Increase by 1992 over 1988 level	Annual Total by 1992	Annual Increase by 1996 Over 1992 level	Annual Total by 1996
Government		54.0	16.0	70.0	5.0	75.0
NON-Govt.:	NSO External	18.0	+ 10% pa 8.4	26.4	+ 5% pa 5.7	32.1
	NSO Internal	21.0	+ 5% pa 4.5	25.5	+ 5% pa 5.5	31.0
	*COA Legacy	0.0	+ $ 3.0 pa 3.0	3.0	0.0	3.0
Totals:		93.0	31.9	124.9	16.2	141.1
		• increase Non-Gov = 15.9			• increase Non-Gov = 11.2	
		• Total Non-Gov = 54.9			• Total Non-Gov = 66.1	
		• increase Govt = 16.0			• increase Govt = 5.0	
		• Total Govt = 70.0			• Total Govt = 75.0	

* Other funds generated by the COA other than those generated through the 1988 Olympic Legacy process are included in the NSO "internal" and "external" totals

Adjustment Re National Goals:

	1988	1992	1996
Non-Government:			
(i) Internal:	80% × 21 = 16.8	80% × 25.5 = 20.4	80% × 31.0 = 24.8
(ii) External:	55% × 18 = 9.9	55% × 26.4 = 14.5	55% × 32.1 = 17.7
(iii) COA Legacy:	0.0	75% × 3.0 = 2.25	75% × 3.0 = 2.25
	26.7	37.15	44.75
+ Government:	54.0	70.0	75.0
Total (adjusted):	80.7	107.15	119.75

Govt:Non-Govt Ratios:

	G : NG = T	G : NG = T	G : NG = T
Funds for Nat'l Goals (i.e. adjusted)	$ 54.0 : 26.7 = 80.7 % 67 : 33 = 100	$ 70.0 : 37.2 = 107.2 % 65 : 35 = 100	$ 75.0 : 44.8 = 119.8 % 63 : 37 = 100
Total Funding (i.e. non-adjusted)	$ 54.0 : 39.0 = 93 % 58 : 42 = 100	$ 70.0 : 54.9 = 124.9 % 56 : 44 = 100	$ 75.0 : 66.1 = 141.1 % 53 : 47 = 100

NB: All funds are expressed in millions of 1988 dollars

Introduction

The Minister has asked for advice as to possible revisions to the 1961 Fitness and Amateur Sport Act, the legislative authority given by Parliament to the government to undertake activities and provide support in the field of fitness and sport. The Minister was seeking advice from the Task Force, among other sources, for revisions that he would undertake and table in Parliament. On the one hand, the Act has been essentially permissive in that it has allowed the federal government to undertake a wide range of activities and provide support in many areas against a broad social responsibility and public interest. On the other hand, it is understood that the Act is outdated in that several of the structures and processes that are reflected in it are either not in use or have been significantly altered, and the values, benefits and contribution of sport are not adequately expressed. In short the Minister wished to update the Act in order to make it more contemporary, more compelling and to strengthen the government's commitment to this field.

Key Desired Elements to be Addressed in Revisions to the Act

The Task Force tabled a number of desirable considerations to help shape the framework for the Act. It is suggested that the revised Act should take into consideration, or where possible, imply the inclusion of the following desired elements:

1. an outline of the benefits of sport, both to the individual and the nation;

2. the contribution of sport to Canadian cultural identity and values;

3. the social responsibility of the federal government to encourage and support the area of sport;

4. acceptance of the importance and contribution of both high performance sport and mass sport;

5. recognition of sport in its historical context and its position as a Canadian social movement over an extended period of time;

6. the contribution of sport to international understanding and the related responsibility to foster it;

7. identification of the need for a sport infrastructure and sport system on the domestic level;

8. recognition of the national sport governing bodies as the key agencies for the development, promotion and governance of their respective sports with a national mandate to provide a full range of services to their members, constituents and the general public;

9. the importance of the moral and ethical conduct of sport (Fair Play, anti-violence, doping control, etc.) and the support of a values framework for the conduct of sport;

10. the important contribution of sport to economic activity, i.e., both the industry of sport and the economic linkages of the activities of sport;

11. strengthen the commitment of the federal government to the support of sport;

12. recognize sport activities are diverse and engage a wide range of people, both volunteers and staff and a variety of organizations;

13. recognize the importance of government support and the provision of an appropriate policy environment without ordering or controlling the sport community;

14. establishment of a Consultative Council on National Sport with highly capable and respected members drawn from national sport organizations, multi-sport agencies, the federal government and other experts of merit to provide advice both to the Minister and the sport community on the priorities and directions of national sport policy;

15. remove the National Advisory Council (essentially outdated and impractical);

16. provide a contemporary definition of sport;

17. define the role and authorities which Parliament would legislate for the government, to include:

- to provide leadership to the process of developing and achieving the goals, priorities, and direction for national sport policy in conjunction with recognized non-government sport organizations and the provinces;
- to provide support for a variety of opportunities to participate in competitive sport;
- to recognize and encourage sport as a valuable contribution to Canadian cultural identity and values;
- to provide financial support through, inter alia, grants and contributions;
- to support the provision of such variety of services as may be needed by national sport governing bodies;
- to support the various sport medical, technical, and administrative sciences related to the infrastructure and practising needs of sport;
- to promote the ethical and safe conduct of sport;
- to reduce inequities in access and opportunity;

- to provide a coordinated role within the federal government among departments with respect to activities and information related to the development of sport;
- to support both volunteerism and paid experts in both technical and administrative roles;
- to name certain directors to the boards of select national corporations and other sport bodies as may be appropriate from time to time to represent the public interest;
- to undertake agreements with the provinces to ensure that both orders of government contribute to the achievement of national goals and policy objectives in sport.

NOTE:
As well, the Task Force explored the idea of improved parliamentary and legislative accountability of the government's agency (Fitness and Amateur Sport). Various options were explored, including a separate standing committee, without conclusion. The Task Force felt the idea merited further examination. It was noted that such a mechanism might also serve to raise the profile of sport.

The following are two of the other topics covered through the discussions of the Task Force.

A. Sport Recognition System

The formal and public version of the Sport Canada Sport Recognition System has been in place since 1985. Although an informal process had been in place for many years, this process was not well-known outside of Sport Canada and there was some concern that sports did not understand the basis upon which they were being assessed. It was therefore decided that the Recognition System and its underlying premises would be made known to the National Sport Organizations.

The Sport Recognition System serves the following purposes:

1. It classifies and priorizes sports on the basis of results in major international competition and on the number of its participants for the purposes of funding allocation.

2. The criteria for classification emphasize the importance of both high performance results and the size of the participation base in the sport and serve to make a statement about the priorities of the federal government in this regard.

3. The criteria also serve to point out the priority which the government places on the Olympic sports and hence the Olympic Games as the major focus for high performance sport development.

4. The Sport Recognition System defines the list of sports which the government will fund, and also confines and restricts this list based on a set of public criteria.

5. Overall, the Sport Recognition System provides a means of disclosing the basis for government funding decisions with respect to National Sport Organizations.

The Task Force discussed the Sport Recognition System on a number of occasions and raised such issues as criteria for sport selection and ranking, the concept of "core" sports, the concept of indigenous sports, factors other than performance and participation numbers that might be considered, and so on.

The following recommendations are put forward by the Task Force:

1. The basic system as it exists now should be retained; there should be two major criteria — performance and participation.

2. In order to be recognized, sports must meet the basis criteria for recognition by the federal government.

3. An exception should be made for winter sports in the 1988-92 quadrennial in order to give them a further opportunity to become viable sports in Canada and meet the basic recognition criteria (Winter sports may always have abbreviated criteria because of their facility dependence).

4. Financial convergence in the treatment of Olympic and non-Olympic sports is to be encouraged, but funds should not be drawn away from Olympic sports to do it.

5. The Consultative Council of National Sport will be asked to discuss and provide recommendations concerning "foundation" sports which could be promoted in the school system.

6. Selected sports should be priorized for special attention in order that they meet other sport system social goals (e.g., gender equality). This would mean that certain sports may be priorized because they have potential to meet one or more goals, even though they do not meet all of the criteria for a particular classification.

7. The sport priorities, as laid out according to the Sport Recognition System, should be respected throughout the sport system by other agencies.

8. The degree of differentiation in terms of funding among the categories of the classification system is dependent on the total funds available — when more money is available there will be less differentiation.

B. Sport System Definitions

The members of the Task Force felt that it was important to establish common terminology for elements of the sport system which could be used and understood throughout that system. The definitions, as commonly used in the Sport Canada Quadrennial Planning Process (QPP), provided the basis for the discussion.

The Task Force as a whole was not able to spend sufficient time on the definitions to come to any conclusions, however, it was noted that there was concern around the definition of the term "Domestic Sport" within the construct of the Canadian Sport System.

It was recommended that the proposed Consultative Council on National Sport address this topic in the future.

Conclusion

8

The Report of the Task Force on National Sport Policy has proposed National Goals for Sport for the 1988-92 quadrennial and beyond, has suggested activities that might be undertaken in addition to the basic core activities that are currently underway in sport in order that the National Goals be accomplished, and has proposed a financing framework outlining the funds necessary to attain the National Goals.

As described in the introduction to the report, there are six underlying themes which appeared regularly in the discussions of the Task Force and in the recommendations which followed — The Need for a Holistic Integrated Approach to the Development of the Canadian Sport System, Sport Development Based on Athlete Development Models and Systems, National Sport Organizations as the Key Agencies in the Canadian Sport System, The Need for Strong Federal Government Leadership in Sport, Shared Leadership in the Canadian Sport System and Leadership Development and Education.

The eight National Goals for Sport proposed by the Task Force are as follows:

1. To establish a coherent Canadian Sport System for athlete development and participation based on sport specific models and systems in which all roles, responsibilities and linkages are clearly understood and accepted ***(The Sport System in Canada)***.

2. To develop a Canadian Sport System which will provide opportunities to enable athletes with talent and dedication to win at the highest level of international competition ***(High Performance Sport)***.

3. To encourage the development of an integrated community-based sport system within the national framework which will provide an increased range and quality of competitive opportunities for all levels of participants and which will utilize as one of the primary delivery mechanisms the sport club ***(Domestic Sport)***.

4. To enable Canada to maintain a high level of success and visibility in international sport circles, both governmental and non-governmental, and to ensure that Canada provides leadership in the international sport community at least concomitant with its current record of international success ***(International Sport Leadership)***.

5. To ensure that athletes central to the achievement of Canada's high performance objectives will be financially supported on a combined need-reward basis and that this support will be available through public subsidies, private sector sponsorship, prize money and/or income from employment as athletes ***(The Status of the High Performance Athlete)***.

6. To ensure that sport is articulated, recognized and valued as an integral part of Canadian culture and as a cultural form ***(Sport as a Component of Canadian Culture)***.

7. To secure the level of funding required by the sport system and specific sport programs to achieve the National Goals for Sport ***(Financing of Sport)***.

8. To ensure that there is strong, coordinated and shared leadership for sport at the national level within and among both the governmental and non-governmental sectors of the Canadian Sport System ***(Leadership and Linkages)***.

Sub-goals and recommended actions have also been proposed to assist with the implementation of the National Goals for sport. As stated previously, all of the elements of the recommendations are highly interactive and interdependent. As with any system, an alteration to one part will have an impact on others. It is recommended, therefore, that any implementation strategy keep this in mind.

The members of the Task Force have brought a wide range of ideas and experiences to the discussion which eventually produced the contents of this report. The Report is presented with enthusiasm and optimism for the future of Canadian sport, over the next quadrennial, and beyond.

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